

Report on the impact of the changes
in the District Administration since
Independence on Kheda District

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I N T R O D U C T I O N

A Local Branch of the Indian Institute of Public Administration, Delhi, was established here on 25th July 1959 at the instance of Shri H.M.Patel, I.C.S.(Retd.), Chairman, Charutar Vidya Mandal, Vallabh Vidyanagar. This Research Project was undertaken under its auspices and on his suggestion. The objectives of the study were:--

- "a) To examine in detail the various functions of the state which the District Administration is called upon to discharge at present and is likely to be called upon to discharge in the near future.
- "b) To describe the structure of the existing administrative machinery and to indicate by ascertaining the precise impact of the District Administration on the villages and the people of the area.
- "c) To make appropriate recommendation in the light of (a) and (b) above, for the improvement of the existing District Administration merely, so as to make it an efficient instrument for the discharge of the responsibilities which the State has already assumed, and which it may conceivably undertake in the near future".

The Institute was kind enough to sanction a sum of Rs.3,000/- as a partial grant towards the cost of the Project. A decision was taken in February 1960 for the implementation of the scheme. For various reasons, not much progress was made until February 1961, when I was entrusted with the task. The objectives were then re-defined in the following terms:--

- (a) To ascertain the functions which the District Administration headed by the Collector of Kaira was called upon to discharge prior to August 15, 1947, and in the post-Independence years till 1961.
- (b) To examine the changes that took place in the Kaira District administrative organisation since Independence and their impact on the people of the District.
- (c) To make suitable recommendations in the light of (b) above for the improvement of existing administration so as to make it an efficient instrument for the discharge of the new responsibilities which the State has assumed.

Drafting of the questionnaires took some time. Villages were selected at random in different Talukas and field-work was started late in April 1961. It was decided to visit about 60 places from all the Talukas.* It was thought essential, for an unbiased and objective approach, to meet persons belonging to various stratas in Society, pursuing different vocations and professions, having varied experience of the working of the administrative machinery, etc.. And, this was done. We are satisfied that the results of the research embodied in this Report represent the views of a cross-section of the population of the District consisting of Sarpanchas, Talatis, police/Revenue Patels and Gram Sevaks, representatives of Co-operatives,

citizens, businessmen, big agriculturists, peasant-proprietors and tenant-cultivators, landless labourers, doctors/vaidyas, shop-keepers and artisans, money-lenders, Government officials working at different levels in the District administration, etc..

The administrative machinery of the Government in a Sovereign Democratic Republic has essentially to be designed to serve the people. Its policies are formulated from that point of view, and more and more responsibilities have to be accepted by the administration. The administrative machinery, therefore, has necessarily to be expanded and reorganised from time to time in order to ensure that the various tasks are discharged efficiently and without losing touch with the people for whose benefit the additional responsibilities have been assumed. For the purpose of analysis, it has been considered useful to view the impact of its functioning separately from two angles -- one, as an organisation-man would look at it and, two, as the people affected would look at it. In both the cases, the improvement of administrative efficiency becomes the sole criterion.

Every care has been taken to avoid giving undue weightage to an expression of a point of view by any one of the interviewees, which may have been influenced by subjective considerations. Thus, as a check, while about 800 individuals from amongst the inhabitants in the District were interviewed and their views were ascertained, about 400 Government servants working at the District or below-District levels were contacted with a view to eliminating not only individual biases but also group and sectional biases, if any.

The critical analysis of functions and functionaries at any place in this Report has not been made with reference to any particular official or officials. Also, while the scope of this study has been restricted to this District and conditions have been analysed accordingly, most of the issues dealt with will, in all probability, be found to be not peculiar to the District Administration of Kaira only.

It needs also to be clarified that, where evidence has been very much in favour of particular points, it has been thought fit to make generalisations. In the interest of scientific presentation, isolated instances, though important, have not been treated as representative. Every endeavour has been made to avoid a personal or direct reference and care has been taken to see that no person gets involved as a result of even an indirect mention of suggestive material. This we have been constrained to do also because some of the people were found not only to be shy but also to be timid. In many cases they either withheld important information or requested us not to utilise certain parts of their answers in their name as they were afraid of consequences. It is a sad fact brought out by this inquiry that a

about the suffering - direct or indirect -- they may have to undergo for expressing their views freely and for disclosing relevant facts.

In addition to interviewing various officials and non-officials, we have referred to the available literature on the subject of district administration. ~~Surprisingly, even in the very few subject of district administration.~~ Surprisingly, even in the very few studies that have been made, the functions of the collector as the head of the district administration have been stated only in a general way so that they serve as no guide to the public administrator, or to the public, or to any research student. We had, therefore, to study the original pieces of legislation, Government Resolutions and orders, with a view to find out where exactly the collector appeared as a functionary in relation to them. Our effort to present the relevant information, duly tested in regard to its dependability, made us realise how difficult it is to procure for non-official use the Government Resolutions and Orders, which prescribe the procedures and the authority-responsibility particulars in relation to or in addition to the different Acts and other records/data. Moreover, some of the important records pertaining to the pre-Independence years -- even those not of a confidential nature -- were not available either because they were destroyed or because they were not traceable on account of political transfer of power to Indian hands and integration of the princely States in the old Maira District.

With a view to facilitating a sequential analysis, the pattern given below has been followed for the presentation of the results of this enquiry:--

(a) Particulars regarding the functions of the collector immediately prior to Independence are described in Appendix I. They are detailed out in distinctive sections denoting Work-Categories. Each such category is further sub-divided into statutory functions and administrative functions. The references collected in the brackets are quoted in the beginning of the related functions which, to avoid possible numerical confusion, are presented separately one after the other without assigning any serial numbers.

Appendix II gives the details regarding the functions of the collector as at the end of 1961. A slightly modified technique is followed to facilitate a quick reference for the purpose of easy and clear comparison of conditions in 1947 and in 1961, without involving repetition.

(b) In the main body of the Report, while giving the particulars of the major changes in the District Administration in terms of the functions and the administrative machinery, an attempt is made to

describe their impact on the people of the district. This impact is ascertained by discussing (i) the intra-relations that exist on a hierarchical basis among the constituent elements of the organisation in terms of the authority-relationships covering the structural/procedural and the human relations aspects, and (ii) the inter-relations that exist between the administrative machinery and the people of the District.

After a brief mention of the fundamental changes consequent to Independence, four major elements regarding the intra-relations are discussed at length. These are: (A) Allotment of work to the Collector as the Chief Executive in the District. (B) Creation and growth of hierarchical structures. (C) Work-distribution among subordinates. (D) Work-execution.

Insofar as the analysis of various aspects of the inter-relation is concerned, eight major spheres are covered with a view to assessing the administrative efficiency by a reference to the important pieces of legislation schemes, etc. and their impact on the people (i) in terms of the realisations of the major objectives and (ii) on the basis of the interests of the individuals and the population/regional groups affected. These are: (A) Tenure Abolition. (B) Tenancy Abolition. (C) Rural Indebtedness and Money-lending. (D) Land Acquisition. (E) Maintenance of Law and Order. (F) Social Reform. (G) Development. (H) Political Reform.

(c) We have ventured to suggest administrative reforms, which appear to us to be desirable or essential, at relevant places in the course of the discussion on various points.

We have dwelt upon points which might be considered to be trifling as, even when the basic aims and goals of Government policies may find a general acceptance with people at large, the administrative action taken for their execution can be imperfect, faulty or even misguided. Now, immediately we became independent in 1947, quick steps in succession were taken by the national Government for the economic, political and social advance of the people. It is a common experience that whenever a job is rushed through, it does - though, it must not -- involve wastages, gaps and over-laps. In the case of District Administration, the post-Independence years witnessed a co-incidence of peoples' perspectives, values and norms change and the old administrative machinery become obsolete. The impact of this synchroisation became much more pronounced than would have been, had only one development taken place at a time. The abnormal growth of public dissatisfaction despite the rapid strides made by the country in various fields has in all probability been caused by this. The malady was made more ~~severe~~ ^{severe} by several other factors like the increase in the number of Government servants at all

complex and confusing to the ordinary citizens.

We have used the English spelling of the original names of places in the District, e.g. Kheda (instead of Kaira), Khambhat (instead of Cambay), etc.. Should not the Government of Independent India have taken an early decision to use officially the names of places, Talukas and Districts as they are known to the people of India?

A word may be said about the concept of District Administration. There is the restricted and narrow sense in which it means the organisation headed by the Collector. It would be more correct if it is taken to mean the entire Governmental machinery in the District ~~is~~ run through numerous agencies like the different departments (both Central and State) and the statutory and the non-statutory bodies detailed in Appendix B. The varied developmental functions of departments not headed by the Collector at the district and the below-district levels have now assumed importance which is equal to -- if not more than -- that of the revenue collection and the magisterial functions. While we have, for the purpose of this study, for various considerations accepted the narrow sense of the concept of District Administration, we think that a study of all the other segments that constitute the wide sense of the concept needs to be undertaken.

This study would not have been possible had I not received co-operation from numerous interviewees, both officials and non-officials. To them all, I am most thankful. In particular, I am grateful to Shri R.S.^mNibalkar, the then Collector of the District, for the interest he took and the help he gave in this research. I had the privilege of discussing various issues with Dr. Bhailalbhai D. Patel and Shri Babubhai Jashbhai Patel, eminent leaders of the area. To them, I owe deep gratitude. I am extremely grateful to Shri H.M. Patel, I.C.S. (Retd.), but for whose keenness this Project would not have been initiated and completed.

In addition to my visiting a few places for the conduct of interviews and other field-work, Sarvashri P.K. Pandya (M.A., B.Com.) R.D. Patel (M.Com., B.Ed.), A.D. Shah (M.Com.), M.J. Patel (M.Com.), V.P. Agnihotri (M.A.) and ~~M.~~ J. Pandya (B.A., Dipl. in Pub. Admn.), S. Patel and N. Mody worked as investigators for the purpose of visiting various places to fill in the prescribed questionnaires. I thank them for their services. To Shri Vishvanathbhai R. Joshi (M.Com., H.D.C., G.D. C & A) my debt is very great. He has sat with me for long hours for days together, discussed various points with keenness and has brought his own knowledge and practical experience to bear on many

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The Impact of the Changes in the
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Vallabh Vidyanagar
Date: 15th August, 1962

CONTENTS

<u>INDEPENDENCE: FUNDAMENTAL MAJOR CHANGES</u>	1-3
<u>ADMINISTRATIVE ORGANISATION -- INTRA- AND INTER-RELATIONS</u>	3-4
<u>DISTRICT ADMINISTRATION -- INTRA-RELATIONS</u>	4-67
(A) ALLOTMENT OF WORK TO THE COLLECTOR AS THE CHIEF EXECUTIVE IN THE DISTRICT	(4-8)
--Prior to Independence	
--After Independence	
(B) CREATION AND GROWTH OF HIERARCHICAL STRUCTURES	(8-31)
(a) Post-Independence increase in area and population: major effects	
(b) Multiplicity of organisational relations between Collector and his subordinates: major effects	
(c) (i) Increase of work-load at all points	
(ii) Expansion of establishments at different levels	
(iii) Comments -- Expansion : Hap-hazard; staffing: not rational	
(d) Shortages -- Office accommodation, furniture, other equipment, stationery material, etc. -- their effects	
(e) Irrational location of the District Head Quarters	
(C) WORK-DISTRIBUTION AMONG SUBORDINATES	(31-38)
(i) Lack of proper departmentalisation	
(ii) Faulty nomenclature of Branches	
(iii) Faulty intra-Branch distribution of work	
(D) WORK-EXECUTION	(38-67)
(i) Registry	
(ii) Filing of papers and maintenance of records	
(iii) Internal Communication Process	
(iv) Employee-content	
--Causes of discontent:	
(a) Recruitment	
(b) Confirmation	
(c) Retrenchment	
(d) Promotion	
(e) Pension	
(f) Pay Scales, Dearness Allowance, etc.	
(g) Residential Accommodation	
(h) Permanent Travelling Allowance to Talatis, etc.	
(i) Negative incentives	
(j) Confidential Reports	
(k) 'Merger' of the Staff	
--Effects of discontent	
--Government measures to lessen employee-discontent	
(v) Delays	
(vi) Corruption	
(vii) Ignorance of executives of their own functions	
<u>DISTRICT ADMINISTRATION -- INTER-RELATIONS</u>	67-74
General feeling of dissatisfaction and annoyance	
-- Touring and Bandobast	
-- Use and misuse of positions by officers	
-- Medium of correspondence	
-- Disposal of application, etc. from the public	
-- Discriminatory treatment	
-- Special protection available to officers	
Measures by Government for improving inter-relations	
<u>CONSIDERATION OF THE IMPACT OF THE IMPLEMENTATION OF A FEW IMPORTANT ACTS/SCHEMES ON THE PEOPLE</u>	74-154
(A) TENURE ABOLITION	(74-95)

- (IV) Saranjam Jahagirs, Jagirs and Other Inams of Political Nature
- (V) Inferior Village Servants Watans
- (VI) Service Inams Useful to Community
- (VII) Taluqdari Tenure
- (VIII) Ankadia Tenure
- (IX) Bandhi Jama Uddhad and Ugadia Tenures
- (X) Matadari Tenure
- (XI) Paragana and Kulkarni Watans
- (XII) Miscellaneous Alienations
- Post-Independence Enactments
 - Major aims
 - Administrative machinery for implementation of the enactments
 - Impact on the people
 1. The Bombay Bhagadari and Narwadari Tenures Abolition Act
 2. The Bombay Maleki Tenure Abolition Act
 3. The Bombay Personal Inams Abolition Act
 4. The Bombay Saranjam Jahagirs and Other Inams of Political Nature Resumption Rules
 5. The Bombay Merged Territories and Areas (Jagirs Abolition) Act
 6. The Bombay Inferior Village Watans Abolition Act
 7. The Bombay Service Inams Useful to Community (Gujarat and Konkan) Resumption Rules
 8. The Bombay Taluqdari Tenure Abolition Act
 9. The Bombay Merged Territories (Ankadia Tenure Abolition) Act
 10. The Bombay Bandhi Jama Uddhad and Ugadia Tenure Abolition Act
 11. The Bombay Merged Territories Matadari Tenure Abolition Act
 12. & 13. The Bombay Paragana and Kulkarni Watans (Abolition) Act and The Bombay Merged Territories (Baroda Watans Abolition) Act
 14. The Bombay Merged Territories (Miscellaneous Alienation) Abolition Act

--General Comments

- (B) TENANCY ABOLITION (95-103)
- (C) RURAL INDEBTEDNESS AND MONEY-LENDING (103-108)
 1. The Bombay Agricultural Debtors' Relief Act, 1947
 2. The Bombay Money-lenders' Act, 1946
 3. Tagavi Loans
- (D) LAND ACQUISITION (108-110)
- (E) MAINTENANCE OF LAW AND ORDER (110-117)
- (F) SOCIAL REFORM (117-121)
 - (i) Prohibition
 - (ii) Jails
- (G) DEVELOPMENT : SMALL SAVINGS (121-131)
- (H) POLITICAL REFORM (131-154)
 - (i) Census Operations
 - (ii) Elections
 - (iii) Local Self-government
 - Pre-Independence Conditions
 - Post-1947 Conditions:
 - (a) Village Panchayats
 - (b) District Local Board

--Advent of Panchayat Raj

- (1) Structure of the Panchayats
- (2) Administrative machinery
- (3) Functions
- (4) Conciliation Panchas and Nyaya Panchayats
- (5) Impact

APPENDICES

A. List of villages in which field-work was undertaken	1
B. List of various heads of Government Departments (other than Revenue) and other statutory and non-statutory bodies working in/for Kheda District	2
I Functions of the Collector prior to Independence	3-44
II Functions of the Collector as at the end of 1961	45-81
III Statement showing the transfers of Collector, Kheda, from 7-9-48 to 31-12-61	82
IV Statement giving Talukawise data from Population Censuses	83
V Particulars regarding delegation of authority by the Collector to his P.A.	84-88
VI Particulars regarding the posts and their respective incumbents as on 31-12-61	89
VII Statement showing information regarding the scales of pay in effect as on 31-12-61 of employees in Revenue Department	90
VIII Statement showing upward revision in the rates of Dearness Allowance during Independence years	91
IX Illustration regarding the over-load of work in the case of Mamlatdars	92-95
X Functions of Village Panchayats prior to Independence (as per the 1933-Act)	96-98
XI Functions of the District Local Board prior to Independence (as per the 1923-Act)	99-100
XII Functions of the Municipalities prior to Independence (as per the 1901-Act)	101-103

CHANGES IN THE ADMINISTRATIVE MACHINERY AND ITS
FUNCTIONS DURING THE YEARS SINCE INDEPENDENCE,
AND THEIR IMPACT ON THE DISTRICT

INDEPENDENCE: FUNDAMENTAL MAJOR CHANGES

India became independent on 15th August 1947. A new nation was born. The process of regeneration commenced. The Government was, from now onwards, to be run for the benefit of the people of India. The Indian National Congress was the party which had the largest following in all the provinces which constituted India after the creation of Pakistan. It had pledged itself to undertake various measures of amelioration of the conditions of the masses. It was, thus, natural that freedom was to result in the passing of great many an enactment and the preparation and implementation of numerous Schemes that would help people improve their lot in different fields of human efforts -- political, social, religious, economic, industrial, commercial, financial, agricultural, etc.

The top leaders who had fought for the freedom of the country from foreign bondage formed, in August 1947, the new Government of an independent state. (In fact, this process was initiated on 2nd September 1946, when an Interim Government headed by Pandit Jawaharlal Nehru was formed at the Centre.) Kheda District, too, became free as an integral part of India.

During the process of shaping of a New India, late Sardar Vallabhbhai Patel, the then ^{Dy.} Prime Minister of India, brought about, with his shrewd sagacity, keen foresight and unparalleled statesmanship, the integration of the territories of 562 Indian princely States with the territory of the old British India. The geographical area of the British Kaira District was interspersed with that of the princely State of Baroda. The final merger of the latter with the ex-Bombay State from 1st May 1949 resulted in a territorial expansion of the British Kaira District. The number of Talukas which was 7 before Independence (and also till April 1949) was made 10 and reallocation of villages was made among them.

The next stage in the history of independent India was ushered in on 26th November 1949, when the Constitution declaring India a Sovereign Democratic Republic...

by the Constituent Assembly of India. (It was brought in force from 26-1-1950.)

The Constitution embodies the resolve of the people of India to secure for all citizens "Justice, social, economic and political; Liberty, of thought, expression, belief, faith and worship; Equality of status and of opportunity; and to promote among them all Fraternity, assuming the dignity of the individual and the unity of the Nation." It grants the Fundamental Rights, viz., the Right to Equality, the Right to Freedom, the Right to Freedom of Religion, Cultural and Educational Rights, Right to Property and the Right to Constitutional Remedies. Keeping this in view, the basic objectives -- i.e. the major goals of the Government -- were set forth in the Constitution as the Directive Principles of State Policy.

For the management of the affairs of the State the organisational pattern decided upon in the Constitution consisted of the Legislature, the Executive and the Judiciary. It was decided to follow the federal form of Government so that we have a Central Government for its constituent political units.

Legislature: The legislative functions are being performed by the Parliament at the Centre and the legislative bodies at the State level. These bodies consist of specified numbers of the representatives elected by the citizens, who were for the first time in the history of India granted adult franchise. Kheda District was one of the districts of the old Bombay State till 1st May 1960, when the latter was bifurcated and Gujarat State was inaugurated.

Executive: The Government policies as dictated by various laws passed by the legislatures are being implemented by the Ministries headed by the Prime Minister at the Centre and the Chief Ministers in the States. They are assisted in this task by the administrative machinery comprising various Government Departments managed by Civilians in different services. Gujarat State has been divided into 17 territorial units which continue to be known as Districts. Kheda is one such district headed by the Collector.

Judiciary: Unadulterated justice has been accepted as one

of the most important principles in the new democratic state and, with this aim in view, a separate judicial machinery has been attempted to be created in the country from the lowest of the Taluka Court to the highest of the Supreme Court.

Some of the magisterial functions of a judicial nature which were being performed by the Collector as a District Magistrate were transferred, in 1953, to the judiciary by a major policy-decision of separation of Judiciary from Executive.

ADMINISTRATIVE ORGANISATION -- INTRA-AND INTER-RELATIONS

The administrative machinery of the Government has to have, as an organisation, major responsibilities essentially in two directions:

(1) It has its own self in which intra-relations on a hierarchical basis exist among its constituents in terms of the authority-relationships, both of the structural and of the procedural character. Its efficiency and efficacy depend upon the patterns of these intra-relations. It has to perpetuate its existence, building up strong bones, muscles and nerves. It has also to grow steadily to meet the expanding needs of the developing State as an instrument for its policy-implementation.

(2) It has a supreme responsibility of achieving the sole goal of serving the people for whom it is meant -- especially in a Welfare State -- and in whose contact it comes daily through its million fangs in innumerable spheres of activity. This is reflected in the various aspects of inter-relations between the administrative machinery and the people.

(1) Insofar as the intra-relations are concerned, the following elements will have to be considered:--

- (A) Allotment of work to the Collector as the Chief Executive in the District.
- (B) Creation and growth of hierarchical structures.
- (C) Work-distribution among subordinates.
- (D) Work-execution.

regarding the relationship of the administration with the public with a view to assess the administrative efficiency in terms of public satisfaction. This would include the consideration of a few of the important pieces of legislation, schemes, etc. to ascertain the impact of the administrative machinery on the people in terms of the actual as against the expected realisation of their major aims and objectives.

DISTRICT ADMINISTRATION: INTRA-RELATIONS

(A) ALLOTMENT OF WORK TO THE COLLECTOR AS THE CHIEF EXECUTIVE IN THE DISTRICT

The detailed particulars regarding the functions (a) prior to Independence, and (b) after Independence as at the end of 1961 given in Appendices I & II show that the work pertaining to most of the new pieces of legislation, new Schemes and Government orders, was entrusted to the Collector, who had to perform it either through existing sections or through new sections started for the purpose.

Prior to Independence

Prior to Independence, by and large, the two major aims of governmental administration in the district were as follows:-

(i) Maintenance of peace and tranquillity: The Government thought it essential to safeguard its existence and security by maintaining law and order and, therefore, mainly concentrated on the policing function through the Collector, who also acted as the District Magistrate. This magisterial authority not only touched the realms of the outlaws, decoits, thieves and all types of anti-social elements, but also found expression in the use of force to suppress the rising movement of nationalism demanding political emancipation from the British yoke. (ii) Collection of revenue through the means of taxes: This was necessary to meet the heavy costs of administration which was primarily concerned with the continuance of the British rule in India. Much of the expenditure was incurred after the heavily-paid Civil Servants who were mostly non-Indians.

to safeguard the British industrial, commercial and financial interests in India or abroad or to encourage the continuance of conditions that might provide an assured supply of raw materials to industries in Britain and a large market for their products in India. To cite an instance, the different Factories and Labour Acts owed their legislation more to the agitation of English manufacturers, whose intension was to eliminate competition from the products of the low-cost nascent Indian industries, rather than to the acceptance of the principle by the State, of its duty to ameliorate the conditions of the ~~the~~ poorly-paid and hard-worked labourers. Similarly, at times, social legislation was meant to divert the attention of the vocal sections of society from the burning fire of growing nationalism to less important and side-tracking issues. The process of proselytization to Christianity started by the Missions actively aided by the administration, too, had their direct and indirect effects upon the reformatory social legislation. In the same way, the partial grant of political power in the form of local self-governing institutions and of representation, however inadequate, in the Provincial and the Central legislatures, did result in some progressive changes in the district administrative structure. Last but not the least, the Second World War, that brought in its wake the inflationary spiral, rising profits, costs and purchasing power, shortages and bottlenecks of all sorts, curtailment in imports and civilian consumption, over-utilisation and over-depreciation of available productive capacities, etc., provided a ground for the preparation of certain post-war development plans.

Subject to such patch-work, however, Government administrative machinery before the advent of freedom was geared mainly to the two needs mentioned previously, viz., those of maintaining law and order and of collecting the revenue.

After Independence

With Independence, the entire perspective underwent a radical change and stress began to be laid on the welfare of the Indian people through a democratic system of Government. This involved acceleration of the progress

The Collector was still accepted as the main agency to shoulder the new and great responsibilities of the democratic Welfare State.

And here, it seems, has been the gravest blunder. Unfortunately, it has yet remained unrectified. By history, conventions, training and even expectations the Collector is suited only to the revenue administration and, say, a few magisterial duties. To expect him to know the intricacies of economic growth and the interplay of the forces in a democracy is, to say the least, too much. The geniuses who can undertake multifarious activities are extremely rare to come across. Whenever they are available, they are naturally busy minding greater jobs rather than working as district heads. This is the age of specialisation. The days when knowledge was limited and when a man could manage multi-directional activities as a master have long been over. Great strides have been made in recent decades in fields -- old and new -- which affect the life of an individual in a regulated society. The inter-relationships of men inter se individually and of individuals & groups and groups & groups have grown in complexity and variety. Irrespective of its type, the Government in every country has always attempted to spread its tentacles so that such penetration has been deep and wide. And to-day there is hardly any aspect of human existence and activity which is not either completely or partially regulated by Government. Even the pace of economic advancement and the patterns of developmental activities and human welfare are decided upon by Governments. The Indian National Congress, which has been able to retain power both at the Centre and in the States since Independence (except in one State, when another party was in power for a short duration), has tried to make its goal in government clearer and more specific than before by adopting the resolution, at its Avadi session in 1955, for the establishment of the socialist pattern of society in India. The Government has been taking numerous policy decisions in this regard. A series of Five-Year Plans has already been in operation. A number of Projects, Programmes and Schemes have been completed or inaugurated or are in the process of being implemented. It is the Collector who is supposed to

to look after the development work and the spread of democratic institutions rather than collecting revenue and maintaining law and order in the district, the functions which have receded in the background. The Collector is not a proper authority to carry out the new responsibilities. The crying need of the day is to create a suitable alternative machinery in which some of the functions for which the Collector is not suited are separated and are put in charge of other competent district Officer/s.

Apart from the basically wrong approach described above in regard to the district administration in general, even in the existing set-up in the Kheda District, a grave flaw has been noticed in that the District witnessed frequent transfers of Collectors during the post-Independence years. The Statement in Appendix III gives the available details. It would be found that during a period of less than 14 years from 1948, 20 persons served as Collectors, with 21 transfers. It is surprising that the shortest duration of an appointment was of 10 days and that 4 out of 20 persons were transferred in less than a month's time, 3 were appointed for between one and two months' time and 2 held office for between two and three months. The duration of office in the case of the remaining ones was as follows:--

<u>No. of months</u>	<u>No. of persons</u>
4-5	2
5-6	2
6-7	2

9-10	2
12-13	1
17-18	1
21-22	1
40-41	1

The consequences of the frequent transfers of the head of such an organisation can easily be imagined. In most of the cases, before a man got acquainted with the conditions of the administration, people and problems in the District, he had

had the chance of continuing as the District Head for more than 12 months in the last 14 years. Under these circumstances, no substantial improvement could be effected even if a person was enthusiastic, energetic and sincere and was a man with vision. Also, it is possible that the subordinate executives in the Collectorate began to establish their unchallenged hold on men and matters and that this made both the disposal of work and the public relations dependent on their mercy only. It is, thus, again the Government which should blame itself for aggravating the serious problems of slackness of control by the Collector over his subordinates, of the slow pace and inefficiency of the disposal of work and of the disregard of the interests of the subordinate staff. The only solution of the problem is to reduce the frequency of transfers of the District Head/s without, of course, allowing them to establish their vested interest to the detriment of district administration.

(B) CREATION AND GROWTH OF HIERARCHICAL STRUCTURES

(a) Post-Independence increase in area and population: major effects

At the time of Independence, the area of the former British Kaira District¹ consisted of 7 talukas, viz., Nadiad Matar, Mahmemdabad, Kapadwanj, Anand, Borsad and Thasra. The first four constituted the Northern Division and the last three constituted the Southern Division. Both of these divisions were located at Kheda and were in charge of an officer each of the rank of the Deputy Collector.

By 1st August 1949, the following areas were added to the District as a result of the mergers of the native States:--

- (i) Petlad and Bhadran Talukas and 38 villages of the Atarsumba Peta Mahal of the old Baroda State.
- (ii) The native states of Cambay, Vadasinor, Punadra, Khadal and Ghodasar.
- (iii) The Jagirs of Zer and Nirmali.

1. The British Kaira District existed as a separate district since 1833.

Consequently, the new District² was divided into 10 newly formed talukas constituting three Sub-Divisions, viz., Anand (consisting of Anand, Vadasinor and Thasra Talukas), Petlad (consisting of Petlad, Khambhat and Borsad Talukas), and Nadiad (consisting of Nadiad, Mahemdavad and Kapadvanj Talukas). An officer of the rank of the Deputy Collector continued to be in charge of each one of these Sub-Divisions.

As no comparable figures can be presented for the Pre-Independence period, the Statement in Appendix IV presents the Talukewise data regarding area, number of towns, number of villages, population and desity per square mile based on Population Censuses in 1951 and 1961.

The major effects of these main changes are enumerated below:--

(i) In the beginning, the reorganisation of Talukas (which then became more compact), fixing their head quarters, reorganisation of Circles, fixing the revenue limits of villages (including grouping of hamlets to form new villages and elimination of deserted villages), etc. had given rise to an important, though temporary, work

(ii) The sub-divisional offices moved nearer to the people insofar as they were located at three centres. Formerly, both the District and the two Divisional Head Quarters were located at Kheda so that the people did not have any special benefit of the divisional offices.

(iii) A disparity which existed between the laws in force in the old British Kaira District area and the merged territories needed removal, and unification of legislation was resorted to with its consequent impact on the people of the merged territories. The subjects of the old Baroda State felt the impact relatively adversely as it was a progressive State in many respects.

(iv) The administrative machineries of the merged territories were integrated with that which was in operation in the old British Kaira District. The new administration had also to attend to the work of determining heirships of ex-Thakors and to that regarding their Privy Purses.

(v) The District Administration had now one more objective set before it, viz., of devoting more attention and care to comparatively backward areas to bring them in line with the advanced (economically and otherwise) areas in the District.

(vi) Forest areas, which formerly formed a part of old Balasinor State and Atarsumba Peta Mahal of old Baroda State, and a sea-opening at Khambhat, which formerly belonged to the Cambay State, now belonged to the District.

(b) Multiplicity of organisational relations between Collector and his subordinates: major effects

The District Collector has been working in various administrative capacities in relation to the work entrusted to him. The increase in the quantum and the variety of his functions has resulted in the organisational pattern which appears to be complex and confusing. There is no single hierarchical pyramiding in the District administration. That the revenue structure is only one of the many hierachical structures is less known and still less appreciated by the masses in the District. This may be so because of two reasons: (i) The Collector forms the single apex in all the hierarchical pyramids. (ii) The people still continue to know his organisation merely by the revenue office establishments from the Collectorate, through the Prant, the Taluka and the Circle to the village level.

Actually, a multiplicity of organisational relationships prevails between the Collector and his subordinates in the different areas of activities. We have, for clarity in analysis, grouped different functions into major work-categories. A study of the related field hierarchies makes it clear that, on one hand, (i) the Collector -- holding this or other distinctive designations -- works as the District Authority in the case of 17 work-categories, viz., Revenue, Magisterial, Tenancy, Land Acquisition, Supply, Development, Village Panchayats, Treasury, Jails Registration, Survey & Settlement, Small Savings, Prohibition and Excise, Census, Elections, Evacuee Property and Miscellaneous, (ii) the Prant Officer -- irrespective of the work-category designations -- has a multifunctional

wherever he appears in the field hierarchy, and (iii) the Mamlatdar minds a multiplicity of jobs at the Taluka level, and that, on the other hand, separate officials are appointed under the Collector for the performance of specific functions pertaining to some of the work-categories.

The Collector's authority is surely not of a uniform nature in regard to the different work-categories. Thus,

(i) in the case of the Revenue, Magisterial, Tenancy, Land Acquisition, Supply, Evacuee Property, and miscellaneous work (all continuous/perennial) and Census and Elections work (both intermittent, being decennial and quinquennial respectively), the Collector exercises a complete control³ over his subordinates;

(ii) the complete control is ~~wh~~ subjected to the policy-decisional control by the District Development Board (a non-statutory body) for the purpose of the Development work and by the District Village Panchayat Mandal (a statutory body) for the purpose of the Village Panchayat work;

(iii) in the first few post-Independence years the Collector also exercised complete control in connection with the Money-Lending work, which was later transferred to the Co-operative Department in the District;

(iv) in the case of Treasury and Jails work, the Collector's control is of a supervisory nature at the district level and of a departmental and routine nature at the below-district level;

(v) the character of the control pertaining to Registration and Prohibition & Excise is supervisory and executive;

(vi) in the case of Small Savings work the State-employed Supervisors are under the complete control of the Collector, who exercises only a supervisory control over the organisers appointed by the Central Government; and

3. Complete control, according to us, includes the following types of partial controls:--
 Supervision i.e. Inspection.
 Execution i.e. Implementation of Acts, Government Resolutions or Government Schemes.
 Routine Control i.e. Administrative control of a general nature.

(vii) the Collector's authority is only supervisory in the case of the Survey & Settlement work.

✓ The above statement of authority-relationships is clearly indicative of their complexity. Also, the Collector functions as a subordinate to more than one authorities at the above-district level, which further aggravates it. Where it is a full Line-relationship, his responsibility to his superiors and his authority over his subordinates in the 'Scalar' chain is well-defined and complete; where it is partial, a limit is set to his authority. Where, however, the control exercised by him is of supervisory and/or routine types, with the other above-district level authorities exercising technical control on his subordinates, various administrative and practical difficulties arise.

The complex pattern of organisation described above had the following major effects:--

(i) It is not improbable that the Collector may not take the same degree of interest and initiative where he is not the master of the situation as he would do in the other cases. This would certainly happen where he is supposed to do a thousand and odd jobs.

(ii) People in the district can hardly understand the distinctions so that applications may not be addressed to or correspondence may not be carried on with the proper authority for the work to be done. Hence, papers may not reach the proper sections/offices in time. Reminders, too, will continue to be misaddressed. Therefore, the work may not be taken up for disposal or it may involve incredible delays. The dissatisfaction of the public may continue to mount up.

(iii) The administrative machinery in different sections has to attend to correspondence and personal inquiries not meant for them. This involves not only the inwarding-outwarding of original letters but also acting as unnecessary communication links for the follow-up work. Thus, the total work-load on all sections/offices increases because everybody else's business becomes the business of everybody else, in addition to his own business. Delays increase in consequence. Still more important are the

administration as the work, which the respective sections are supposed to do, suffers.

(iv) Wrong addressing/channeling of correspondence makes it necessary for people frequently to move from one office to another to find out 'how the matter stands'. In this search of theirs they are faced with another unexpected problem of as to 'where the matter stands' (i.e. where the papers lie, if they can at all be traced.) They are then obliged to seek guidance from and hold consultations with the staff who may not be concerned with the subject-matter. There are not a few chances of people extracting a price for this extra-jurisdictional 'personal' service they render to the needy many.

(c)(i) Increase of work-load at all points

It appears for certain that the work-load at all points in the administrative hierarchies has increased tremendously since Independence because of various factors. The merger of the Indian Princely States with the old Bombay State resulted (i) in the increase in the total area of the District, (ii) in the rise in the population (this being in addition to the operation of the natural growth factor), and (iii) in the emergence of many and varied problems pertaining to the process of integration and unification of administration. This meant a great amount of additional work on the then existing machinery. Also, the post-Independence years witnessed brisk movement regarding the passing by legislatures of numerous enactments and the planning and the execution of various development projects, schemes and programmes. A comparative study of the functions which the Collector was required to perform in 1947 and in 1961 as detailed out in Appendices I & II is reflective of the impact of the above factors in terms of the increased work-load during the post-Independence years. It is estimated that this increase has been of the extent of 400 to 450%.

(ii) Expansion of establishments at different levels

The establishment witnessed two types of expansion to meet the need of this added work-burden: One, the number of employees in the existing Work-Category Sections

work was added in consequence of an Act or a Scheme, a new Section was organised. Another change was also noticed, viz., that of entrusting initially a new type of work to an existing section before a special section was created for it. This sort of transitional work-allocation had the adverse effects which any organisation in an experimental stage has to suffer from. The position in regard to the changes that took place during the years of Independence is discussed below in brief.

In 1961, the Collector headed the hierarchical pyramids in the case of 17 main Work-Categories as against 11 in 1947.⁴

The Revenue, the Land Acquisition and the Census (seasonal) Work-Categories registered an expansion in their respective spheres. The increased needs of revenue administration in the new enlarged Kheda District in the post-independence period was responsible for the first, the requirements of land for the construction of roads and canals, for the development of oil-fields and for other public purposes for the planned economic growth of the District was responsible for the second, and the statutory decision to rationalise the decennial Census operations in Independent India was responsible for the third Work-Category.

The fundamentally altered concept regarding the role of the Village Panchayats in democratic India as embodied in the Bombay Village Panchayats Act of 1958 resulted in an expansion based on a new pattern of organisation pertaining to the Village Panchayats Work-Category. In 1947, supervising and controlling authority over the Village Panchayats, which were about 75 in the Whole District, was vested in the Collector and the District Local Board. The entire audit work was entrusted to the District Local Board. The post of District Village Panchayats Officer was created according to the provisions of the new Act of 1958. He has been working as P.A. to the Collector for the Village

4. This significant fact must not be lost sight of that it is the same person of the one individual Collector who performed/s different functions under distinctive designations in relation to the different work-categories. This statement is equally applicable to Prant Officers and Mamlatdars in their respective fields.

Panchayats work and also as the Secretary of the District Village Panchayats Mandal. Again, a separate machinery for the audit of the Village Panchayats was created so that, in 1961, there were 7 Sub-Auditors working under 1 District Auditor. (All these Sub-Auditors were stationed at Nadiad. This added to the costs involved in their frequent journeys from and to the Head Quarters. Moreover, their charges were not compact. These defects need remedial action to increase efficiency.)

The Magisterial Work-Category had to face a substantial contraction in its field of operation in consequence of the major decision by Government in 1953 to separate the Executive from the judiciary.

Similarly, decontrol of foodgrains and other essential commodities necessitated, in 1954, the closure of the full-fledged Supply Organisation as had existed since the time of the Second War. In 1957, however, the Fair-Price Shops Scheme was introduced by the Government. Also, the Bombay Essential Commodities and Cattle (Control) Act and the Rice Mills Licensing Regulation Order were brought into operation in 1958. Therefore, a supply organisation relatively smaller in size than in 1947 had to be created for the purpose.

As regards the Treasury Work-Category, before 1955, the Collector was the controlling officer of the District Treasury and all the Sub-Treasuries in the District. On 1-4-1955, consequent to the separation of the Treasury Work, the Treasury Officer in charge of the District Treasury was placed under the direct control of the Director of Treasuries and a separate Accounts Branch started functioning in the Collectorate so that from then onwards the District Treasury Officer exercises the technical control on all Sub-Treasury Officers.

The sphere of activities of the Collector in relation to the Jails, Registration and Survey and Settlement Work-Categories continued to remain almost unchanged during the post-Independence period.

The new Work-Categories that came into existence only after Independence comprised (i) Tenancy, (ii) Development,

(v) Evacuee Property, (vi) Elections (seasonal), and
 (vi) Miscellaneous.

A mild sort of Act for safeguarding the interests of agricultural tenants was in force from 1939. But the work was not considered to be important so as to require a special machinery for its execution then. However, immediately after Independence was achieved, the Bombay State Government considered the question of tenancy regulation as one of utmost importance for the rural population and passed a very comprehensive Bombay Tenancy & Agricultural Lands Act, 1948, and its subsequent amendments, which by their very scope gave rise to the necessity of a separate organisation for its effective and speedy implementation.

Development became the order of the day in the post-Independence years. The process had begun with the post-War Reconstruction Schemes soon after the Second World War. Its pace was accelerated after Independence and the country witnessed, by 1951, the framing of the First^{Five}-Year Plan with emphasis also on Community Development and National Extension Service Schemes. Further weightage was given in the subsequent Second and Third Five-Year Plans. A special type of administrative machinery had to be provided for the purpose.

Prohibition was one of the fourteen (later, eighteen) Constructive Programmes which Gandhiji had enumerated for the uplift of masses in India. The State Government, therefore, passed the relevant legislation (i) for its gradual introduction by stages so that complete Prohibition was effected in the State by 6-4-'50, and (ii) for regulating and controlling the licensing regarding the prohibited, intoxicant and spirituous drugs and preparations. This necessitated the provision of special staff and organisation.

The work of Small Savings was given a special place in raising finance for Development Schemes. A propaganda machinery was, therefore, created under the control of the Collector with a view to achieve planned targets.⁵

5. In 1947, the work was entrusted to the Post Offices. In 1961, there were 2 Central Organisers and 2 State Supervisors for this work functioning under the Collector.

The Partition of the country brought in its wake wild communal frenzy and the serious problems of the rehabilitation of refugees and the management of evacuee properties arose. In the first few years of Independence, this meant a very important responsibility and a task, which were undertaken by a related Section^{Created} for the purpose.

The Work-Category of Elections has been the product of the acceptance of the Sovereign Democratic Republic form of Government in our Constitution. It is mainly seasonal in character as the General Elections are held quinquennially. As the tasks of their organisation and conduct are gigantic, complex and full of responsibility, a specialised temporary official machinery is organised by Government and co-operation from the public is obtained. However, there are also the jobs like those of keeping the Voters' Lists up-to-date, keeping the Ballot Boxes in working condition, etc. for which a small establishment is maintained in the Collectorate permanently.

The Miscellaneous Work-Category consists of various miscellaneous functions which do not find a place in our scheme of the other specific Work-Categories. A special mention needs to be made here in regard to a function which has been imposed on the Collector after the advent of democracy. He is required to perform the onerous duties of making preparations for the visits of the Governor, the Ministers and other dignitaries to the District, of attending to them throughout their stay in the District, etc.. In comparison to the conditions prevailing before 1947, the frequency of the visits of these dignitaries has imposed a heavy pressure on the already limited time available to the Collector.

Finally, an important Work-Category which existed neither prior to 1947 nor in 1961 required a specific mention. For a few years in-between, the Collector was required to shoulder the responsibilities of implementing the Bombay Money-Lenders' Act, 1946, which aimed at controlling and regulating private money-lending business. It meant a substantial amount of added work-burden then.

One significant change that proved to be transitional was that of the abolition of the office of the Commissioner

and of its revival by the Bombay Commissioners of Divisions Act, 1957. Accordingly, upto 14-8-1950 there was a post of Divisional Commissioner for the general guidance and superintendence of the administration of the Land Revenue Code. Its abolition resulted in the delegation of many powers of the Commissioner to the Collector. His responsibility as a direct link between the Government and the public also increased enormously as the general administrator of the District. The revival of the Commissioner's post put the clock back to the original position.

The above particulars show that while, as we shall presently see, the staff position did improve during these years, the Collector had to carry a much heavier burden of work and responsibility in comparison with his counterpart before 1947. The situation was relieved to an extent by the appointment of a Personal Assistant to whom responsibility and authority in specific spheres have been delegated (vide: Appendix V). This division of labour at the apex has probably acted as a brake to the deterioration of conditions pertaining to the efficient and speedy disposal of work by the Collector.

The establishment in the Collectorate registered the following increases between 1947 and 1961:-

GRADE-CATEGORY	1947		1961		
	No. of posts		No. of posts		
	General establishment	Supply establishment	General establishment	Supply establishment	Elections establishment
Deputy-Collector	-	1	2	-	-
Mamlatdar	2	2	3	1	1
Below Mamlatdar	-	1	1	-	-
Aval Karkun	2	3	13	4	1+3(T) ⁶
Clerk	15	16	52	7	1+4(T) ⁶

These figures show that for all work except that of Supply and Elections, the rise in the clerical staff amounted to about 250%. The supervisory-cum-ministerial staff in the

cadre of the Aval Karkun witnessed an expansion of 550%. The increase in the number of higher executives in the Deputy Collector's and the Mamlatdar's cadres was of the extent of 150%. These figures present a picture of the added subordinate-assistance to the Collector in regard to the Work-Categories which the Collectorate has to manage. The Collector was, in 1961, also assisted by a special staff for Land Acquisition work. Before 1947, it were the Prant Officers who attended to it. After Independence, the impact of this Category became so pronounced that two special organisations were created: one, headed by the Special Land Acquisition Officer, at Kheda, who was in charge of all major Land Acquisition work except that pertaining to the Mahi Canal; the other headed by another officer designated as the Special Land Acquisition Officer for Mahi Canal, Nadiad. The total establishment thus added came to 4 Aval Karkuns, 2 surveyors and 9 clerks. The duty of the Prant Officers was now limited to minor acquisitions only. The changes in the establishment available to the Collector for the performance of the Treasury, Registration, Survey & Settlement and Prohibition & Excise functions are given below in a tabular form:--

GRADE-CATEGORY	1947	1961
	No. of posts	No. of posts
..... T R E A S U R Y		
Treasury Officer	1	1
Head Accountant	1	1
Deputy Accountant	1	2
Stamp Head Clerk	-	1
Aval Karkun	1	-
Senior Clerk	1	2
Treasurer	1	-
Shroff	1	-
Clerks	23	21
..... R E G I S T R A T I O N		
Sub-Registrar (Head-Quarters)	1	1
Clerks	2	2

GRADE-CATEGORY	1947	1961
	No. of posts	No. of posts
..... S U R V E Y & S E T T L E M E N T		
District Inspector of Land Records	1	1
A.K.	-	1
Clerks	2	5
District Surveyor	1	1
Surveyors	6	15 (of which 12 worked in the field)
..... P R O H I B I T I O N & E X C I S E		
Superintendent	-	1
Inspectors	-	3
Head Clerk	-	1
Clerks	-	4

Going to the next tier of the field hierarchies, the changes that took place during the years of Independence have been these: The Prant Officers, in 1961, were the Sub-Divisional Executives in the case of tenancy, Development, Village Panchayats, Small Savings, Prohibition & Excise and Elections Work-Categories in addition to Revenue, Magisterial, Land Acquisition, Supply, Treasury, Jails and Miscellaneous Work-Categories in 1947. (No such intermediate tier existed in regard to the remaining Work-Categories.) The work-load increased on account of (i) the increased area/population of the District, and (ii) the added Work-Categories specified above.

As against this, two changes took place in the organisation. As stated earlier, (i) the number of Sub-Divisions was raised from 2 to 3, and (ii) their Head Quarters were located at three different places instead of at Kheda only. The following table, by way of an illustration, gives an idea of the expansion that took place in the office staff in the case of one Prant i.e. the Anand Sub-Division.

GRADE-CATEGORY	1947	1961	
	No. of posts	No. of posts	
	General establish- ment	General establish- ment	Election establish- ment
Aval Karkun	1	2	1
Clerks	2-3	8	1
Small Savings Supervisor	-	1	-

The position regarding the third tier of the field hierarchies has been as follows:--

In 1947, the Mamlatdars had to perform functions pertaining to Revenue, Magisterial,⁷ Supply, Treasury, Jails, Census and Miscellaneous Work-Categories. Insofar as Land Acquisition Work-Category was concerned, they acted merely as channels for the upward/downward transmission of papers and for the supply of information to higher authorities as and when necessary. They also acted as City Survey Officers for the respective municipal areas within their jurisdiction and were assisted in this task by the Maintenance Surveyors whose number rose from 5 in 1947 to 11 in 1961.

The Work-Categories of Tenancy (partially), Prohibition, Small Savings, Elections and Evacuee Property were added in the post-independence years.

In the case of two other Work-categories, viz., Development and Village Panchayats, the Mamlatdars had to perform functions for a few years in-between 1947 and 1961. Thus, for about 6 years initially, the Mamlatdars also worked as Block Development Officers wherever the schemes were introduced and had to bear the brunt of this work-load. Since 1-4-58, separate Block Development Officers have been working in the field.

Similarly, the Mamlatdars had to attend to the work

7. The number of Taluka Mamlatdars who acted also as First Class or Second Class Magistrates rose from 7 to 11 and the number of revenue Aval Karkuns who acted as Third Class Magistrates rose from 7 to 30 during the period from 1947 to 1961. All were redesignated as Taluka Magistrates. the former only being full-fledged ones

regarding the Village Panchayats till the new Village Panchayats Act of 1958 was brought into operation. Since then the scope of their work has been absolutely narrowed down.

According to the Government Resolution dated 5-4-1948, the Mamlatdars functioned as the Assistant Registrars of Moneylenders under the Bombay Money Lenders' Act, 1946, which was brought into force from 17th November 1947. The work was transferred to the Co-operative Department with effect from 1-8-57, with consequent reduction in their work-load.

Right from prior to Independence, the Registration work at the Taluka level was entrusted to separate executives designated as Sub-Registrars.

To meet the requirement of the increased work-burden, the District was, in 1950, divided into 10 Talukas each headed by a Mamlatdar. By way of illustration, the increase in the ministerial staff in the Anand Taluka is tabulated below:--

GRADE- CATEGORY	1947		1961		
	No. of posts		No. of posts		
	General	Supply	General	Supply	Elections
Aval					
Karkun	2	-	3	1	1
Clerk	5-6	-	12	2	2

With regard to the Work-Category of Registration, there was no substantial change in the establishment.

Expansion in the establishment at the Taluka level was mainly because of the special staff appointed for Tenancy and Development⁸ works. The following tables present respectively the figures regarding (i) the Tenancy staff for the whole of the District, and (ii) the establishment of the Block Development Officer, Anand:--

8. The Block Development Officer also worked as the Assistant Village Panchayats Officer and was responsible to the District Village Panchayat Officer in this regard.

Grade-Category	No. of posts
..... Table (i)	
Agricultural Land Tribunal (Dy. Collector's grade)	2
Agricultural Land Tribunal (Mamlatdar's grade)	27
Special Mamlatdar for Talukadari Abolition	1
A.K. (Working as Tenancy Mamlatdar)	17
A.K.-cum-Dy. Accountant	12
Clerk	10
..... Table (ii)	
<u>Field Staff</u>	
Extension Officer	13
<u>Office Staff</u>	9
Progress Assistant	1
Accountant	1
Senior Clerk	1
Cashier	1
Clerk	2
Typist	1
Tracer	1
Driver	1
<u>Health Staff</u>	23
<u>Class IV Servants</u>	8

insofar as the revenue Work-Category is concerned, there has been a tier of field hierarchy at the below-Taluka or Circle level in which also a change occurred between 1947 and 1961. During this period, the number of circle Officers went up from 7 to 10 and that of the Circle Inspectors from 15 to 32. At the inception of the Community Development and the National Extension Service Schemes, the posts of the Circle Inspectors were converted into those of Gram Sevaks who were required to attend to both the revenue and the development work in the villages. It was only from 1-4-58 that separate Gram Sevaks and Circle Inspectors began to function in their respective spheres.

The following Table gives the frequency-distribution

No. of Villages-Range	No. of circles
0-15	3
16-20	9
21-25	13
26-30	10
31-35	4
36-40	2
41-45	0
46-50	1

Thus, the number of villages a Circle Officer/Inspector was supposed to administer varied from Circle to Circle. The Table indicates extreme unevenness of the work-loads of different Circle executives. It explains the possible differences in the speed and efficiency with regard to the disposal of work in different administrative units.

At the village level, the Talatis (i.e. Village Accountants) formed the foundation of the revenue and the general administration superstructures, both in 1947 and in 1961. The number of the villages rose from about 600 in 1947 to 990 in 1961. The number of Talaties that was about 125 in 1947 had become fourfold during this period. Thus, while five villages, on an average, were looked after by a Talati in the pre-Independence period, in 1961, the average number of villages per Talati came to about two.

Similarly, the Revenue and/or the Police Patels served as the last link in the fields of revenue, magisterial and general administrations. Both in 1947 and in 1961, each village had one or more separate Police Patels. There was hardly any change in their functions.

The most important link that was added as the result of the implementation of the Village Panchayats Act of 1958 was that of the Secretary. He was now a Government servant when formerly he was an employee of the local Gram Panchayat. Thus, in place of 75 privately employed secretaries before 1947, 612 Government servants were working as secretaries for 800 Village Panchayats in 1961.

(iii) Comments -- Expansion: Manpower hazard; Staffing: not rational

The foregoing discussion makes it clear that the quantum and the variety of work to be done by the Collector with the assistance of the staff -- both at the Head Quarters and in the field -- greatly increased during the years of Independence. Substantial expansion of establishment was undertaken by the Government either to meet the exigencies of the work-burden that was of a transitory nature with medium-term, if not exactly long-term, requirements, or to provide a more or less permanent organization. While it is not possible to give a break-up to work out the staff:work-burden ratios in regard to different Work Categories, a strong impression has been created that sectional staffing has not always been made in consonance with the relative work-loads.

Two instances may be cited here:

(i) For about 9 years, the work pertaining to the Bombay Tenancy and Agricultural Lands Act of 1948 was being carried out by the Collector with the assistance of extra staff temporarily sanctioned bit by bit. It was only in 1957 that a separate branch for tenancy work was created and it has been receiving extension annually since then. The amended Tenancy Act came into operation from 1-4-57 on which date the 'Tillers' Day was celebrated as the tenants were granted the right to be the owners of the respective lands as per its provisions. This was expected to start on enormous amount of new work regarding the settlement of the owner-tenant rights, the fixation of prices of lands and instalments for their payment, etc.. In the beginning only one one-man Agricultural Lands Tribunal was appointed per Taluka. (Each Tribunal was usually assisted by one A.K.-cum-Accountant, one clerk and one peon.) It was as late as on 1-4-60 that 19 additional Tribunals were created. Also, even then, when four years and nine months had elapsed since the enforcement of the Act, more than 50% of the work was yet to be disposed of! The picture of the abnormally delayed implementation of the Act is depicted in the following Table which gives the figures (rounded to the nearest hundred) pertaining to the cases of inquiries under one section only, viz., Sec.32-G of the Act as on 31-12-61:--

Sr. No.	Taluka	No. of Tribunals	No. of Cases				%age
			Total	Decided	%age	To be decided	
1.	Anand	4	39,900	16,700	42	23,200	58
2.	Balasinor	1	8,700	6,700	77	2,000	23
3.	Thasra	2	15,300	9,200	60	6,100	40
4.	Petlad	4	40,100	14,400	36	25,700	64
5.	Khambhat	2	18,300	8,900	49	9,400	51
6.	Borsad	3	34,700	14,900	43	19,800	57
7.	Nadiad	3	35,600	14,200	40	21,400	60
8.	Menmedabad	4	21,100	16,700	79	4,400	21
9.	Matar	3	20,700	10,800	52	9,900	48
10.	Kapadvanj	3	19,400	12,500	64	6,900	36
TOTAL: DISTRICT: 29			2,53,800	1,25,000	49	1,28,800	51

The above data indicate that it would yet take three to four years for the disposal of the remaining cases. Thus, no rational approach was attempted to be made in regard to the provision of additional staff for this very important Work-Category! This, we believe, has been a very significant cause of the serious problems including the one of public dissatisfaction created by the administration itself.

(ii) As against the above deficiency of staff in the Tenancy Section, the Supply Section appeared to have been over-staffed in relation to the reduced work-load in the post-Independence years.

Another important reading is that shifting of work from one section/executive to the other has resulted in lowering the efficiency in particular Work-Categories.

(d) Shortages -- Office accommodation, furniture, other equipment, stationery material, etc. -- their effects

As a result of the structural expansion of administration, an acute problem of the need for additional office accommodation and equipment arose. The Collectorate in the old-fashioned buildings including out-houses and hutments at Kheda has been extremely congested. There has been very little new extension in them, and the old area which may have been sufficient for the pre-1947 needs is absolutely insufficient now. Apart from the ugly appearance right from the entrance, the whole atmosphere

serves as a disincentive to the working spirits there. Because of scarcity of space and of the use of halls, rooms, corridors, etc., which were years back constructed for purposes other than office accommodation, there has been no scientific layout of the Collectorate. The Branches have been allotted space haphazardly. If a necessity arose for expansion in some Branch and if there was no scope for it -- as it always seemed to be the case -- the assistant/s concerned were seated somewhere either in the adjacent room/corridor or away from their colleagues in some other building. Thus, for instance, a big hall in the Eastern Wing on the ground floor of the main building was used to accommodate the Accounts Branch, a part of the Head Clerk Branch and a part of the Chitnis Branch. The other part of the Chitnis Branch was located in an outhouse away from the Controlling Officer. Similarly, the remaining part of the Head Clerk Branch was housed in a room in another out-house, the same room again accommodating a few clerks of the Supply and the Election Branches, their remaining counterparts, in turn, having been housed elsewhere. And, an isolated small cabin forming the extended first floor of this outhouse had the privilege of huddling together under its roof five Tables attending to a variety of compilations. A unique experiment in economising space was noticed in the accommodation made available to the Additional Chitnis Branch sitting in a few square-feet space enclosed by a wooden curtain. It had, on one side, a passage to the verandah behind the P.A.'s chamber. One of the Assistants attending to all the work pertaining to the Tenancy Act -- the Act considered to be one of the very few revolutionary gifts of the National Government! -- was found accommodated directly under the slant of the main staircase. And three other Tables in the neighbourhood were arranged in such congested positions in so small an area that a person had to squeeze through the small passage-space if another one was sitting on a chair in front of any of these tables.

The congestion of the racks, chairs, tables and their occupants was everywhere found to be extremely acute and mere wordly description would not suffice to give an adequate picture of the intolerable situation that existed

old and out-dated requiring repairs, replacements and modern additions. It is strange and agonising that the Collector's office, special Branches of which are supposed to organise and supervise the numerous activities for the regeneration of Independent India, presents a poor view comparable to a go-down or a pig-house in a backward country. It is a pity that the Collectorate that sanctions (or, recommends) big schemes for construction of modern offices and residential buildings for the development organisation itself has to face these serious problems. Even an ordinary casual visitor finds this absence of awe, dignity, grace and grandeur of the office of the Head of the District pinching. It is not the result of the acceptance of the principle of simplicity and self-imposed frugality. It is forced poverty which almost amounts to wretched destitution of the highest representative of the Government in the District. Or, is it that the Collector as the Head of the District knowingly practises self-inflicted penance like the good old parents in a Joint Hindu Family, where the youngsters live luxurious -- if not spendthrift -- lives?

The offices and the equipments at the Prant and the Taluka levels seem to be falling in line with the parent organisation.

The Talatis had many a time their own problems to face, regarding the places where they could sit to do office work, regarding the furniture which -- even where available -- was old and dilapidated, regarding the insufficiency of even old carpets, Chhattais, hessain cloth or gunny bags, regarding the rare availability of a writing desk, regarding shortage of pieces of cloth for Daftars and of cupboards for the keeping of records, etc.. It was only in the old Gaikwadi area that these -- though now old and requiring repairs -- were available. The visitors to the Talati had usually to sit on the bare dusty floor or to stand. (We ourselves had ~~the~~ the experience of being no exception to this.) Choras, if and when available, needed repairs.

The Government, by a Revenue Department Resolution dated 20-7-50, had ordered the handing over of the Choras to the respective Gram Panchayats. But out of 525 Choras in the District, such transfer of many was effected as late as

of the unwillingness on the part of the Panchayats to take them over. And, except in a few richer towns/villages, the Talati, who had a right to have accommodation, had it of an unsatisfactory character.

All the above requirements are important not for an aesthetic appeal to the visitors. The existing unsatisfactory conditions regarding office accommodation, layout and equipment lower down the efficiency ratio to an abnormal extent. Noise, congestion, lack of proper ventilation and lighting, damp atmosphere, frequent disturbances from occupants of neighbouring tables and their visitors, piles of files and papers reducing the already meagre available writing-space on the tables, dilapidated and uncomfortable chairs, dusty and untidy surroundings and all such factors make narrow minds of the people working there, create physical hurdles in their work, lessen their concentration on the jobs on hand and thus add their mite to the other factors that are responsible for the lowering of their speed and efficiency of work-disposal. The Government, which has taken upon it the responsibility of looking after the welfare of the people, which has passed a series of enactments in this regard, and which, through different Departments, enforces them, is itself responsible for this callous disregard of the interests not only of its employees but also of itself in terms of efficiency.

(e) Irrational location of the District Head Quarters

Another queer and surprising fact is that the Head Quarters of the District have been located at a place which is considered both by the public and by the Government servants as inconvenient and which offers no special advantage. Kheda is situated in the very interior, in one corner of the District. It is not connected by railways with any place in any direction. In terms of its population, it is just like a big village. In the whole of Gujarat, except the Dangs District, Kheda is the only district with such a capital. Of course, the State Transport and cars, have to an extent, solved the problem of the distance. However, people find it most inconvenient and expensive to visit the place even for urgent work. They have greatly to rely on postal

concerned to the other only if they are followed up personally.

The Government servants, too, considered Kheda as a place of punishment. There are still no facilities for higher education. The cost of living is pretty high. Hence, they do not have any enthusiasm to be posted to Kheda as is the case regarding other district headquarters.

Even the Collectorate is split up so that two branches, viz., the Village Panchayats and the Development Branches, are located at Nadiad, while the remaining branches are located at Kheda. Even in Kheda, some offices are situated in Kheda village proper, while the others are located in Kheda Camp -- an area, a mile away from the village -- and no conveyance except the State Transport bus on the route from Mahemdabad is available. Moreover, some of the district offices like those of the Civil Surgeon, the District Superintendent of Police, the Executive Engineer, the District Inspector of Land Records, the Special Land Acquisition Officer and the Treasury Officer -- are located at Kheda while the others like the District Agricultural Officer, the Educational Inspector, the Superintendent of Prohibition and Excise, the District Statistical Officer, the District Publicity Officer, the Assistant Registrar (Co-operative Societies), the Supervisor (Rural Broadcasting), the Social Welfare Officer, the District Health Officer, the District Animal Husbandry Officer, the Administrative Officer (Kaira District School Board), the Sales Tax Officer, the District Village Panchayat Officer, the District Project Officer, the District Employment Officer, the District Officer for Cottage Industries and Industrial Co-operative, and the District Organiser (District Khadi and Gramodyog Board), are situated at Nadiad.

The situation was, therefore, replete with the following main defects:--

- (i) Co-ordination amongst various departments and offices becomes costly and difficult.
- (ii) The Collector has to travel frequently between Kheda and the other parts of the District. So also have the

other subordinate officers and their staff.

(iii) A majority of the people have no knowledge at all as to where the different branches are located and, therefore, unnecessary movements involving heavy wastage occur.

(iv) For different work pertaining to the different branches, people have to visit two places.

In view of these serious handicaps ^tinterwined with this unsuited district place, it must be shifted to a centrally located town. Anand being a junction station, linked up by roads on all sides and being in the centre of the district should be the best choice. In the last decade and a half, it has grown industrially and commercially, special Milk Roads have facilitated quick and efficient transport, two big higher educational campuses on its West and South have made rapid strides and modern amenities of life are available to its growing population. However, Nadiad could be a second choice. It must be clearly stated here that the present system of the Collector camping at Nadiad for two weeks a month amounts nearly to patchwork rather than a permanent solution of a very vital issue. A district place has its own geographical situation and development of transport and communication does not reduce its importance as a locational factor.

(C) WORK-DISTRIBUTION AMONG SUBORDINATES

The efficiency of work-performance is always a function of two variables: (i) The number of persons employed and their quality in regard to receptivity and quickness in disposal. (ii) The scientific distribution of work among them. Insofar as the pyramiding -- both in the office organisation and in the field hierarchies -- is concerned, the vertical and the horizontal links cannot be said to be either too many or too few. The communications upwards and downwards have not to move through, it appears, more than necessary links except the movements made essential by the principle of administrative channels. The abnormal delays that have become the order of the day, as would be pointed out later, do not seem to be the result of too many links in the vertical chains. The unwieldy span of control in terms of superior:subordinates ratio, too, does not seem

transmission of information and papers in certain cases may not only be possible but also essential. However, the major problem is that of the long periods of halts which the papers are made to make at every link.

This defect has been the result partly of the lack of skilled and conscientious personnel and partly of the defective work-distribution. Except a few persons who are first-rate and make an effort to remain so in spite of heavy odds, as would be shown in the next Section, the situation in the department has been such as has allowed only mediocre and third-rate people to continue to flock together there. And, as if this was not sufficient, untrained persons were entrusted with the task of handling compilations which required of them greater mental ability. Now, in any such expanding organisation, exigencies of added work-burden demand the creation of additional posts of clerks and the tentative allocation of new work as and when new responsibility devolves upon by the Collector consequent to the passing of new pieces of legislation. However, while initially such combinations might be necessary and useful to complete the work-load assignments to new recruits and also to serve as a training device for them, a periodical review of the pattern of work-allocation on the basis of the principle of division of labour becomes absolutely necessary so that timely re-allocation of related functions is made.⁹

A brief reference to the conditions prevailing in the Collectorate would make the issue clear.

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9. A specific mention must be made here of the strong argument against this approach which is likely to create a vested interest in that a proposal for subsequent transfer of a compilation will be opposed both by the clerk concerned, who will have to learn a new type of work -- if not to unlearn the one he had by that time learnt, and by his immediate boss, who will have to take additional pains to supervise the work of the clerks affected by such reallocation of work-compilations. This argument has much practical weight and, therefore, it is advisable to fix up related or allied compilations Category-wise and add any new compilation not on an ad hoc basis of free hours available to a particular clerk but on the permanent basis of related or allied functions in a particular Work-Category.

(i) Lack of proper departmentalisation

There is no proper departmentalisation/sectionalisation. Functions which can be grouped together for a single section are allocated to more than one section.

The establishment work was found being done in three branches, viz., the Chitnis, the Village Panchayats and the Development. It is not improbable that on issues of a similar nature, the Collector may receive three views emanating from the three sectional heads.

The position with regard to registry and typing work is also similar as these functions have been split up for performance among three branches. This has adverse effects in various respects: (a) The burden of capital expenditure increases. (b) The operational costs increase because of idle capacities of men and machines. (c) Where work-load is heavy, staff may be dissatisfied because of having to speed up, and comparisons serve as the breeding ground for insincerity.

A separate branch for Village Panchayats work has been functioning for sometime. It seems to be irrational that the work pertaining to other local self-governing institutions (and even some of that in connection with the Village Panchayats) has continued to be handled by other branches. For instance, two clerks in the Head Clerk branch were entrusted with the compilation regarding municipalities. Similarly, the Agriculture Clerk in the same branch attended to the work of (a) sanctioning grants to District Local Board, (b) handing over of properties of Gram Panchayats to District Local Board, and (c) the holding and conduct of the District Local Board elections.

The work pertaining to the grant of permits and licences was found being performed by three branches. The issue of licences for the prohibition and drugs control items was the business of the Head Clerk Branch, and that pertaining to controlled agricultural commodities and their processing was the job of the Supply Branch. The Deputy Chitnis Branch was in charge of the issue of a variety of other licences. Surely, the issue of licences and the enforcement of the related provisions of different

All work connected with development activities should be treated as the duty and responsibility of the Development Branch and functions that are being carried out by other branches must be transferred to this branch. Thus, the tagavi and other development loans work dealt with by the Chitnis Branch must find a place in the Development Branch. So also, the grant of loans under the Low Income Group Housing Scheme must form a part of the work of the Development Branch rather than that of the Head Clerk Branch, as has been the case.

Prevention of fragmentation and consolidation of holdings should be considered a part of the land improvement measures affecting the rights of the landholders including the tenants. The Additional Chitnis Branch, and not the Chitnis Branch as has been the case, would be the correct section for the performance of this function.

The work of recovery of dues of other Departments as arrears of land revenue was entrusted to the Agriculture Clerk in the Head Clerk Branch. Being closely allied to the compilations of the Revenue Clerk in the Chitnis Branch, it should find a place there.

Again, while there is a separate Accounts Branch, the Supply, the Village Panchayats and the Development Branches have their own set-ups for their respective accounts work. And, matters like applications for advances against the General Provident Fund and watching of recovery of pre-Merger dues were handled by the Chitnis Branch when they should have found place in the Accounts Branch.

In short, the allocation of a hotch-potch of unrelated compilations -- or, functions with distant relationship -- has had the consequence of keeping the operational efficiency of the establishment at a very low level as the members of the staff could not gain expertise arising out of specialisation in different subjects they had to attend to concurrently. A scientific division of work among the establishment alone would raise the general level of efficiency of the district administration.

(ii) Faculty nomenclature of Branches

is not suggestive of their main functions. To one who has not got adequate experience of the working of the organisation of the Collectorate, the terms Chitnis Branch, Head Clerk Branch, Additional Chitnis Branch and Deputy Chitnis Branch create unnecessary confusion. In common administrative parlance these terms have no precise meanings. In democracy, people should at least be able to understand, even if in general, the functioning of such sections and their proper designation becomes absolutely essential. The Development Branch, the Supply Branch, the village Panchayats Branch, the Accounts Branch, etc., do have proper titles. In the same way the above four branches require an immediate appropriate renaming. Of course, the entire structure of organisation needs a reshuffle for a functional redepartmentalisation and redesignation.

(iii) Faulty intra-Branch distribution of work

The distribution of the functions among the different assistants within an existing branch has also been faulty in a number of cases. Take, for instance, the Chitnis branch. There were, in December 1961, two Aval Karkuns and five clerks among whom the work of the branch was distributed as follows:--

(A) Establishment A.K. (assisted by two clerks):

- (i) EST work.
- (ii) Departmental and Hindi Examinations.
- (iii) Departmental inquiries.
- (iv) Gradation List.
- (v) Establishment appeals.
- (vi) Cases of misappropriation of Government funds.
- (vii) Applications for advances against general provident funds.

(B) Appeal A.K.:

- (i) All revenue appeals.
- (ii) Organisation & Methods.
- (iii) Inspection of Taluka Offices.
- (iv) Jamabandi of Revenue Accounts.
- (v) Inspection of Sub-treasuries.
- (vi) Co-ordination and other meetings.

(C) Watan Clerk:

All work relating to watans.

(D) Tagavi Clerk:

- (i) Tagavi and other development loans.
- (ii) Boundary marks.
- (iii) Prevention of fragmentation and consolidation of holdings.
- (iv) Administration of territories of merged states, fixing the heirships of the Thakors of Khambhat, Vadasinor, Punadra, Ghodasar, Umeta, Khadal, Zer and Nirmali.
- (v) Watching recovery of pre-Merger dues.

(E) Revenue Clerk:

- (i) Land Revenue work.
- (ii) Grant of quarrying and mining leases.
- (iii) Grant of gratuitous relief in case of natural calamities.

(F) Land Clerks (two):

All work pertaining to the grant and management of government land. (One clerk was handling such work for Anand and Petlad divisions and the other one had to attend to the work of Nadiad Division and of references of a general nature).

(G) Organisation and Methods Clerk:

- (i) Village Inspection notes.
- (ii) Jamabandhi notes.
- (iii) Territorial Changes.
- (iv) All meetings.
- (v) Mamlatdars' diary.
- (vi) Treasury Inspection notes.

The above particulars do show that only in few cases has the principle of division of labour been applied fully and scientifically. We would, by way of an illustration, suggest the following pattern of work-distribution among the assistants in the Chitnis Branch:--

(a) Establishment Assistants:

EST Work (For all staff in all Branches and in the field organisations under the Collector).

Scrutiny of Mamlatdars' diaries.

Departmental and Hindi Examinations.

Gradation lists.

Cases of misappropriation of Government funds.

Departmental inquiries and appeals.

(b) Revenue Assistants:

(i) One Assistant:

All work related to watans.

(ii) Revenue Assistants (two or three):

Land revenue work.

Grant of quarrying and mining leases.

Grant and measurement of Government lands.

Territorial changes.

Boundary marks.

Administration of the territories of merged states, fixing the heirships of the Thakors of Khambhat, Vadasinor, Punadra, Ghodasar, Umeta, Khadal, Zer and Nirmali.

Revenue appeals.

(c) Inspection Assistants:

Inspection of Taluka Offices.

Jamabandhi of revenue accounts.

Inspection of Sub-Treasuries.

Village Inspection Notes.

Treasury Inspection Notes.

Table Inspections.

(d) O & M Assistant:

All work pertaining to the study of the pattern of the organisation and of the methods followed and the procedures used for the purpose of suggesting appropriate changes to make the district administration efficient.

(e) Assistant for miscellaneous work:

Co-ordination and other meetings.

Grant of gratuitous reliefs in case of natural calamities.

A special mention has to be made of the O & M Sub-section which, till now, has been a show-piece entrusted to Assistants who are over-burdened with other types of work and who do not seem to know and/or practise the essential principles involved in them. If the scheme of O & M has to succeed, sincere efforts as suggested above must have to be made.

It should also be noted that various functions not provided for above in the Chitnis Branch but as are allied to those in the other branches shall have to be transferred to them.

(D) WORK-EXECUTION

The speed and efficiency with which work can be executed depends, among other things, on scientific registry, filing and internal communication procedures, and on employee-contentment.

(i) Registry

The system prevalent in the Collectorate in 1961 in regard to the maintenance of inward-outward Registers for the incoming-outgoing papers was not satisfactory. There was 1 Record-keeper assisted by 2 Inward-cum-Despatch clerks. The procedure followed was that the Tapal received at about 8-00 a.m. was opened by the Head Clerk, assisted by a clerk. It was dated and sorted out branch-wise. The papers from the Government and the Commissioner were sent to the Collector and the P.A. for their perusal. They were received back at about 11-30 a.m.. All the morning Tapal was then entered by a clerk in the branch-wise Registers and was sent to the Branch Heads who initialled their receipt in it. The Tapal for the two branches located at Nadiad was sent daily with a peon from Kheda and it was not at all entered in any register in the Kheda Collectorate. Each Branch Head distributed his Tapal among his assistants. The registered Tapal was received at about 11-30 a.m. and was opened by the Record-Keeper. It was sorted out branch-wise by another clerk. The Second Delivery and the Local Delivery Tapals were also similarly dealt with. A number of defects were observed in this procedure.

Importance appeared to be given only to the references

sent for perusal to the Personal Assistant and the Collector. The other papers were distributed directly among the branches. This meant that the top executives in the District Administration could remain uniformed about the grievancies, applications and other correspondences -- however important and urgent they might be -- from the public and the other agencies. If it is merely a question of slightly late submission of papers through the branch channels, it may not be considered a drawback. But when it serves as a loop-hole that may allow the tampering of papers by the subordinate staff, it becomes a serious matter. As an illustration, the morning Tapal remained unentered in any register for $2\frac{1}{3}$ hours after it was opened. Similarly, the other Tapals (including registered letters) received in the remaining part of the day were opened by the Record-Keeper. Such procedures do create situations where mischief can be played by unscrupulous employees. Letters of complaints or communications, where previous papers are not traceable, can easily be removed or destroyed to the advantage of vested interests. We think that the practice followed by the public, of sending simultaneously copies of the same communication addressed to the Collector to a series of higher authorities including the Ministers, has developed to counter such a possibility. This serves as a multi-pronged drive as they move downwards for inquiry from various superior officials, channelled to the Collector. Consequently, the place of a single inquiry, which should have in any normally efficient administrative structure initiated one set of correspondence only, is taken by numerous communications. This is duplication of correspondence owing to a feeling of mistrust that an application/complaint addressed to the Collector will not receive any or due consideration. Hence, the volume of work in the Collectorate increases unnecessarily.¹⁰

10. This also starts off a spiral of a series of expensive side-effects consisting of unnecessary movements of men and papers creating a demand for the services of the different means of transport and communication and for a variety of materials consumed and utilised in the endless effort of getting a grievance solved.

And, the officers, on their part, develop a habit of attending to such applications as are referred to them by superior authorities. As a corollary, those applications that are received direct rarely receive the attention due to them.

A more serious objection to the practice of submission of only a part of the Tapal to the top executives is that the remaining Tapal does not get the benefit of the unbiased and independent views of the Collector or his Personal Assistant at first sight. While previous papers and notings are really important to arrive at decisions on particular cases, a judgement on the basis of a first perusal of an incoming mail always assists the process of decision-making in an objective manner and chances of an impartial approach on the part of the top executives getting biased by the view/ expressed by the assistants are minimised. The Collector or his Personal Assistant must be the first executive to glance through, even hurriedly, every communication addressed to him. As the matters stood, as many as four other subordinates handled the incoming Tapal.

It was only the Chitnis Branch in which an Internal Tapal Delivery Book was maintained for entering the morning Tapal in it. The other Tapal received during the day did not find an entry in it. And, no other Branch maintained any such register. Consequently, there could not have been any systematic check over the disposal of papers. Also, it became difficult, cumbersome and time-consuming to trace out papers as no specific responsibility could be fixed on any particular assistant. In the ultimate analysis, the responsibility for a misplaced paper would come to a Branch Head. On the other hand, the persons whose case-papers have been mislaid would be the victims.

As against the above, every Branch kept a register to watch the disposal of Government references. This creates an impression that such registers were maintained ~~for~~ for safeguarding the interests of the establishment vis-a-vis the superior authorities. Even here no uniformity existed in different branches as, in the Chitnis Branch no references that were immediately disposable were entered.

in the Deputy Chitnis Branch references for which no files were maintained only were recorded, in the Accounts Branch only the most 'important'(!) communications found an entry in the register and the Head Clerk Branch usually never made any entry in the register.

The procedure regarding the despatch of the out-bound papers equally needed a scientific revision. The system that obtained in the Collectorate at Kheda was that of centralised despatch. The letters duly signed by the executives were dated and reference numbers were given to them by the respective dealing clerks. They were put by them -- i.e. themselves or through peons -- in the pigeon holes which were cleared by the despatch clerk himself or through a peon and entered in the Despatch Register maintained in the prescribed form. (The two Branches at Nadiad had their own despatch organisation).

The above system resulted in unpardonable delays, accidental loss/misplacement of or wilful tampering with the out-going papers. And, no responsibility for the papers thus lost could be fixed on any one as no hand-to-hand delivery was given to the despatch clerk and his initials were not taken in acknowledgment thereof. Therefore, while the records of the dealing clerks could show that a reply was given, the addressee might not have received it all. It is not impossible, therefore, that the department received blames for inaction or delays for no fault of the dealing clerk concerned, or only because of this procedural defect.

A few other aspects of the despatch set-up also need to be mentioned. The same packet can be used to contain all communications addressed to the same individual or office on the same day. This would save postage, stationery and time of the Despatch Clerk. Also, if envelopes are got printed or address-stamped in advance, whenever numerous letters are being addressed frequently to particular offices, the speed of the Despatch Clerk would be increased substantially.

In short, the Centralised Despatch Organisation must be reoriented in a manner as would be conducive to

(ii) Filing of papers and maintenance of records

As regards the filing of papers, a good filing system should satisfy two requirements: (i) that no paper should get lost, and (ii) that it should be possible to locate a previous paper/bunch for reference as and when necessary, without an undue loss of time. The speed and efficiency of work-disposal is greatly dependent upon the quick traceability of past records. Hence, a complete and authentic record of all types of papers becomes absolutely essential.

The system known as the Six-Files System on the ABCD List has continued to remain unchanged during the post-Independence years. It has been obsolete, crude and cumbersome. There are two major categories. The papers pertaining to cases which have not been finally disposed of are retained with the compilation clerk concerned. It is only when final orders are given that the whole bunch is sent to the Record-Keeper. Thus, the filing work is actually supposed to begin only at this stage. The Record-Keeper decides on the basis of the ABCD List as to which category the particular case belongs, makes necessary entries in the Registers and puts the bunch in the yearly series.

Now, as long as the bunch does not go to the Record-Keeper, it lies with the compilation clerk. It has been prescribed that, whenever a new correspondence is opened, it has to be docketed and particulars of all new papers, whenever received, have to be added therein. The clerks have, as we have already discussed earlier, to attend to more than one subjects and numerous case-dockets have to be prepared and handled by them. Inadequacy of docket-sheets supplied to them and lack of time or insincerity on the part of the clerks result in the docket-sheets remaining incomplete or even nonexistent.¹¹ Even when this was/could be done, the bunches have to be kept piled up as no separate flat or lever files are provided. Storage racks -- closed or open -- are not adequate in numbers and space. The consequences are: (i) Papers are maintained in loose bunches. (ii) Whenever a case-bunch has to be found out, the entire piles of the "await" case-bunches have to be

gone through, this involving much avoidable waste of time and energies of the clerk. (And, we believe, if a survey is undertaken in this regard, this concealed overhead cost would form a staggering percentage of the salary-bill of the establishment, apart from the indirect costs involved because of the time and energies the superior officers and the visiting public would have to spend owing to these delays.) (iii) Papers have to be kept dumped -- instead of being systematically arranged -- on racks, shelves, tables or floors in the limited space available in the open so that there are all chances of (a) the papers belonging to different Compilation-Tables getting mixed up, (b) foul play being played by jealous colleagues, peons and other vested interests who may remove or destroy them, (c) their getting lost inadvertently, (d) their getting mutilated by unnecessary repeated handling, (e) their remaining unprotected against shop-soiling and damage by rats, white ants and other insects, (f) the rooms remaining unclean and untidy, and (g) perilous risks of poisonous bites by snakes, scorpions, lizards and insects of all kinds.

The Record-Keeper faces a number of odds: (a) He had to work also as Librarian, as Stationery Clerk and as Supervisor over the Inward/Outward Clerks and to deal with urgent post. Hence, the time available to him for the maintenance and upkeep of records and for the issue of past papers, whenever needed by the office, was extremely limited. (b) There was a shortage of storage space and racks and shelves, which in almost all cases were open. Therefore, the papers were susceptible to all kinds of risks and wastages pointed out above. (c) Up-to-date filing equipment was conspicuous by its complete absence and stationery materials necessary for the proper implementation of even the unsatisfactory existing system were short in supply. (d) The old Filing System, which might have been useful years back when the subjects to be handled were few, has become completely out-dated and inefficient in view of the great variety of functions the Collector has to perform now.

The above description goes to show that even a conscientious and painstaking filing clerk would find it difficult to be efficient in his work-performance if only

On the other hand, public dissatisfaction goes on mounting up as applications and other papers are not traceable on many occasions.

(iii) Internal Communication Process

Organisation is the frame-work of management. The first requirement for its creation is that of the formation of a structure in which various centres are established as joints in the construction of the skeleton administrative pyramid. This is to build up a chain of superior-subordinate relationships so that both the authority and the responsibility are fixed at various joints. The only major difference that exists between a building structure and the organisational structure is that in the case of the former the load-bearing capacity is the maximum at the base while in the case of the latter it has to be at the top. However, in both the cases, the efficiency of the organisation always depends on the broad bases. It, therefore, becomes necessary to establish procedures of various types to reinforce the authority-responsibility relationships between various joints. These procedures pertain to the entire process of the disposal of cases whether they are internal or external to the organisation.

The communication procedure is the broad term used to depict this process which may involve horizontal, vertical and even diagonal communication. In any large organisation like the district administration, with a long history and wide ramifications, these communications get standardised. This has been done in the District over a period of decades.

Many aspects of this internal communication procedure have been discussed in detail earlier. Insofar as the general procedure regarding the disposal of cases was concerned, it conformed to the following pattern:--

Each assistant at the base of the compilation concerned, after receiving the queries or the papers of the cases, entered them in his daily work-sheet, found out the previous correspondence relating to each case and submitted them with his detailed note/draft regarding the facts of the case to the Head of his Branch, through the supervisory

papers, etc. and passed them on to the Collector, through his P.A.. The P.A. disposed of all cases coming under his delegated-authority and submitted only the remaining ones to the Collector for his orders. In simple cases and in cases in which some information was to be called for from lower offices, the supervisory head of the administrative unit dealt with them himself and submitted them to the Collector through his P.A.¹² after collecting the requisite information or details. (It may be noted that the Supervisory A.K. or the Head of a Branch did not possess any delegated powers of the Collector. However, his existence as a link was useful as he scrutinised the notes and proposals/interpretations of his subordinate assistants and submitted them as above with his remarks to the Collector.)

The assistant received the papers back from the Collector with a decision taken by the latter. He then, in the second stage, submitted a draft reply, again through the same channels, to the Collector who, in turn, returned it to him duly approved, with or without modifications. The assistant had, in the third stage, to send this draft to the Typing Section that took its own time for returning it duly type-written to him. In the fourth stage, the assistant submitted this type-written draft, again through proper channels, to the Collector for his signature. The fifth stage was reached when the assistant received back the order duly signed and when he sent it duly dated to the Despatch Section.

During this long process, the assistant concerned was required to make entries in his Work-Sheet only at the time of the first receipt of the papers and at the time when the case was finally disposed of. Thus, the Work-Sheet did not contain all particulars regarding the movement of the papers between the assistant and the other persons within the organisation and the points of delays could not be located. Nor could the position of a case at a given point of time be ascertained. This needs immediate improvement by making

12. Except in the case of the village Panchayats Branch and the Development Branch, where these Branch Heads dealt directly with the Collector in their capacity as his P.A.

it compulsory for every assistant to make additional entries regarding all the dates of the movements of papers from and to him at all the stages specified above. Also, to reduce the incidence of delays, department-wise decentralisation of typing work becomes essential.

At the end of each week, a compilation clerk had to submit the Work-Sheet Abstract showing (i) the number of cases that were pending in the beginning of the week, (ii) the number of new cases received during the week, (iii) the number of cases disposed of during the week, and (iv) the number of cases which had remained pending at the end of the week. While this system serves as an indicator of the rate of disposal of cases and the incidence of arrears of work, clerk-wise, it cannot provide a bird's eye view of the prevailing state of affairs to the Collector and/or his Personal Assistant. Hence, the introduction of a system of consolidated Work-Sheet Abstracts -- both for the Collectorate as a whole and separately for each Branch -- would be of immense value.

As regards the methods of correspondence, two systems, viz., the Tumar System and the Letter System were found to be in vogue - (i) Tumar System: Here the section/office sending the papers despatched them in originals. No copies were kept by them. Queries were raised and remarks/endorsements were made upon them. The record of their movements could be found in the Special Register or the Docket Sheets. The most serious limitation of this system is the loss and the suffering that would be entailed in the case of the loss of the entire bunch or a few of the original papers therefrom. (ii) Letter System: Here the communications (in original) received by the section/office and the copies of their replies given by it were maintained properly. While this system involves additional expenditure and some delay, it certainly serves as an insurance against any loss of original papers.

Monthly Dafter Inspections were provided for effecting a control on the working of every compilation clerk. However, the Collector or his Personal Assistant, over-loaded with other work and botherations, hardly found enough time to do justice to this requirement. Hence the Daftar

Inspections were done by different Branch Heads inter se. They seem to have degenerated into a routine operation, and remarks offered mostly became stereotyped. Defects continued, without any notice of theirs having been taken. The papers lying on the tables and in the racks of the compilation clerks were rarely inspected physically. So also the abstracts did not seem to have been verified with the Work-Sheets. The non-availability of sufficient time and a possible professional soft corner for the brother Branch Heads reduced the effectiveness of the requirement of Dafter Inspection.

In brief, the major aim of the laying of procedures is the maximisation of the utilisation of the principle of the division of labour by means of effective co-ordination in administration. Hence, the prescription as well as the implementation of procedures ought to be scientific, purposeful and sincere. An important consideration which should not be lost sight of is that procedures have to be related to policies and organisational set-ups. The change in one or both of them must be accompanied by a change in the procedures prescribed if the above goal is to be realised. This is equally true in the case of District Administration.

(iv) Employee-contentment

Efficiency in administration varies directly with employee-contentment. There have been more than one causes of discontent of the staff working in the Collectorate. It reacts sharply upon them. Lack of interest and enthusiasm, insincerity and averseness to the extent of near-cynicism grow in the minds of not a few. These lead to their acting as a mercenary force working only to earn its bread; the interests of the Government and of the public become subsidiary. Also, a subtle process of ill-feelings towards both the Government and the people sometimes spreads like dangerous venom in the arteries of social relations.

Causes of discontent

(a) Recruitment: Recruitment many a time is the result of influence than of merit. While the person recruited may

been taken up become disgruntled souls. This gives rise to a chain of efforts for favouritism. The majority of the lower staff in particular develop a disregard, if not a contempt, for merit. Also, the work-efficiency suffers as mediocre people get in.

The practice of 'Umedwar Clerks' that exists in the administration aggravates the problem of discontent as these persons serve mostly as coping clerks and neither are they paid any fixed minimum remuneration by Government nor are they able to earn even the barest minimum livelihood.

The qualified and experienced persons, it was felt, had a grievance with regard to the system of the direct recruitment of outsiders as Mamlatdars and Deputy Collectors. While, to the extent such direct recruitment is made, the chances of promotion of the going-to-be incumbents are lost or their promotions pushed back, the principle of adding new blood by direct recruitment from time to time must continue to be enforced in the interest of efficiency and enthusiasm and for bringing in fresh insight in various problems.

The Government of Bombay had, prior to 1947, been following the practice of recruiting people on temporary establishment to a great extent. Instead of putting an end to this practice, which creates insecurity of tenure in the minds of all affected Government servants, it made its lavish use for the development and other schemes in the years of Independence. The temporary posts were being extended from year to year for years together; e.g., the 28 Agricultural Lands Tribunals appointed under the Bombay Tenancy and Agricultural Lands Act have been all temporary; the posts of two Deputy Collectors were temporary; about 45 posts of Aval Karkuns were temporary; the 10 posts of the Block Development Officers have all been temporary even though two Five-Year Plans have been over and this development activity has become a permanent feature of our economic growth. As against this, the system in the old Baroda State was of appointing people on permanent posts and confirming them normally in about two years' time. Hence,

(b) Confirmation: During the field-work it was found that a number of persons were not confirmed for long even though there were vacant posts. The Table in Appendix VI details out the nature (temporary or permanent) of the posts and of their respective incumbents as on 31-12-1961. Out of 9 branches of the Collectorate, 3 were entirely temporary and 2 were mainly temporary so that 40 persons were working on purely temporary posts on temporary appointments. In the remaining four Branches there were 31 permanent posts and 11 temporary posts in different cadres on which 29 permanent and 13 temporary employees were working. Adding to the above figures 4 permanent employees on 4 permanent posts in the mainly 2 temporary Branches, the ratio of temporary to permanent staff came to 59:33. In other words, 64% of the people were temporary. This is reflective of an extraordinary incidence of job-insecurity which has become the order of the day.

Abnormal delays in confirming people on substantive posts have been a negative development in the years of independence. As late as at the end of the period under Report, none of the 10 Mamlatdars in the District stood confirmed. Many of these officers have been working in this cadre for a decade or more. It is a general principle and a common practice in business concerns to confirm incumbents in the same scales of pay after they have completed the probation period of one or two years, provided their work is found satisfactory. The delayed action on the part of the Government in disregard of this essential requirement of service-security has been responsible for grave dissatisfaction in this class of officers. Also, delayed confirmations on the higher posts has the serious consequence of the delayed confirmations of the subordinate staff in the lower grades. The Aval Karkuns, the Clerks, the Talatis and others suffer from the same handicap. The situation generates the temptation for government servants to soldier work with the objective of forcing up the issue of the continuance of the temporary posts.

It is, therefore, essential that Gradation Lists of all Cadres are maintained up-to-date and published regularly at least every year. This system will also allay the fears

of the possible malpractices facilitated by the long time-gaps in the revision of the Gradation Lists.

(c) Retrenchment: Retrenchment on account of the closure of a branch/department because of the completion of its work or its merger with another department had been a source of much heart-burning. The problem was always: "who should be retrenched first?" Persons in the temporary departments were paid higher rates though with comparatively less work-load in relation to the staff working in permanent departments. Also, they were recruited with a specific understanding that they were going to lose their jobs on the closure of the particular Department. Therefore, any decision by the Government which defeated this policy was objected to by the other staff whose interests were likely to be adversely affected. Thus, for instance, the decision of the Government to retrench persons who had not completed three years' service on 31-12-52 in the Revenue Department and replace them by the persons retrenched from the Civil Supplies Department owing to decontrol brought in its wake a great discontent. Had the Government, instead, decided not to discontinue the services of any persons working in the permanent Departments and, on humanitarian grounds, given a priority to the staff retrenched from the temporary Departments for re-employment by keeping them on a Waiting List and by waiving the ineligibility on account of over-age to the extent of the lengths of service put in by them, much of the dissatisfaction would have been averted and efficiency of work would not have suffered.

(d) Promotion: In the case of the grant of promotions, the revenue staff seems to be suffering in terms of delayed promotions in comparison to the employees of the other Government Departments like Sales Tax, Co-operation and Agriculture. For example, the revenue clerks got promoted usually after a service of 8 to 10 years as against the clerks in the other Departments getting promoted in 2/3 years. The main difficulty lies in the fact that the superior-subordinate post-ratios in different Government Departments have, in practice, been different and no standards have been adopted in fixing up these ratios on an administrative span-of-control or links-in-pyramid basis.

allowing the staff to appear at the revenue qualifying examinations also acts as a barrier to this grade-ascent.

(e) Pension: An offshoot adverse effect of the delayed promotions and confirmations has been that of the losses individuals have to suffer when they retire and their pension amounts are fixed. According to the B.C.S.R., the pensionable pay is a substantive pay in respect of a permanent post. Hence, unless a person is confirmed on a post, the grade of that post will not be taken into account for the fixation of his pensionable pay even when he has been working on it continuously for years. Actually, in all cases, the persons concerned were eligible for pension on the basis of the pays which they would ^{have} drawn in their confirmed lower grades.

About the fixation and payment of the pensions, the Government employees have had to cross a great hurdle. Abnormal delays occurred in the fixing of the amount of the pension with the result that in great many a case the pensioner was forced to live without any income from this source for months together after his actual retirement. This has created much bad blood between the Government and the pensioners, who themselves were a part and parcel of the very administration prior to their retirement.

(f) Pay Scales, Dearness Allowance, etc.: A basic defect of the time scales is that unless advance increments are given in the initial pay, the difference in the relative merits of different individuals recruited in the same grade are not reflected in their pay-difference. In the Government jobs, however, the grant of advance increment -- whether in the lower or in the higher cadres -- is an exceptionally rare incident. Therefore, while persons with superior quality and working capacity may, because of the force of circumstances, have to join service in the lowest cadre, as they go on working with inferior colleagues, their feeling that an injustice has been done to them slowly but steadily mounts up and, chance permitting, they quit their jobs. If not, in due course of time, they deteriorate and fall in line with their inferior colleagues. Both of these developments have negative effects on the efficiency of the administration.

The following two steps may serve to ease the problem: (i) An introduction of a system of sanctioning advance increments to deserving candidates purely on merit. (ii) Creation of intermediate grade between, say, the clerical grade and the A.K.'s grade so that the upper grades may be given, by rigid merit-rated selection, to persons with superior talents.

In Government service, it is seniority based on the length of service that counts for appointments on higher posts. This principle must be coupled with that of a scientific merit-rated selection so that the hardworking, experienced, intelligent and efficient employees move up the ladder of the administrative pyramids. This presupposes the absence of favouritism and other malpractices vitiating the very essence of the scheme. The by-product of the introduction of this seniority-cum-selection system will be the heart-burning of the residual lot. Its incidence can be greatly reduced if the maxima of the lower scales are raised reasonably. People, who do not get the benefit of the higher scale, at times get blocked after having put in service for a number of years. This must not happen. For, the criterion should be that an employee must, in the normal course, get an yearly increment as long as there is even a theoretical possibility of his being able to continue in the same pay-scale till he retires.

Thus, for instance, if a fresh matriculate joins as a clerk at the age of 18 on an initial salary of Rs.55/- per month in the scale of Rs.46-3-85-4-125-5-130, he will be blocked on Rs.130/- on completion of 21 years' service in the same scale. Actually, he can continue in service till he attains the age of 55 years even if he is not granted extension after superannuation. Under the existing scale he would have to work for the remaining 16 years without getting the benefit of any increment. The acceptance of the criterion mentioned above would mean that, with no change in the yearly increment of Rs.5/-, the clerk on the eve of his retirement would be drawing Rs.215/-. Therefore, this lowest grade could never have the maximum of less than Rs.215/-. Similarly, the grade of the Mamlatdar has been of Rs.250-15-325 so that a man stops earning any increment

senior grade when a post falls vacant. A running grade prescribing a maximum worked out on the basis of the principle suggested above would be a good solution of the problem of the existing 'disincentive-grade'. This very policy needs to be followed in regard to the grades of the Deputy Collector.

A great anomaly has been existing in the pay scales granted to the Government servants of the Central Government and those of the State Governments for the same category of work. It is difficult to understand as to why two government servants residing in the same place, facing the same cost of living and shouldering similar types of responsibilities should be paid at different rates only because one works in the Central Government and the other works in the State Government. Even with regard to the revision of the pay scales, the practice has not been uniform in the case of different departments of the State Government. Thus, while the grades of the Police Sub-Inspectors, the Sales Tax Inspectors, the Deputy Accountant and the Head Accountant were revised in 1947, from 75-5-120, 100-8-140, 105-5/2-140 and 165-15/2-270 to 120-10-220, 120-10-220, 100-8-140-10-200, 220-10-300 respectively, the grade of the Aval Karkuns was revised -- only at a latter date -- from 75-5-120 to 100-8-140, which was not a fair and equitable revision in view of their multifarious work and responsibilities.

The meagre rates of remuneration which the Talatis, vartanias and Patels in the villages were paid played not a small role in lowering their sincerity and efficiency and in increasing their susceptibility to corruption and other malpractices. It is they who are having the greatest contact with the population at the operative level. A minimum remuneration which may enable them to maintain themselves and their families becomes a prerequisite for their honesty and integrity.

Now, the grade for the Talati, before 1947, was of Rs.20-1-30 as against that of Rs.25-5/2^{55 EB 60-5/2-}80 for the clerks and the Circle Inspectors. By a Government Resolution passed in the beginning of 1948, the following separate grades were brought into existence with a retrospective effect from 1-1-47.--

(b) For Clerks and

Circle Inspectors : Rs.45-3-85 EB 4-125-5-130

The Patels in the villages were not given any fixed salaries before 1947. Where Inami lands were granted, the respective incomes from them constituted their remunerations. Where they were not made available, the rates of remuneration were fixed: (a) at 3% on the revenue income in a village giving land revenue upto Rs.1000/-, (b) at 2% on the revenue income in a village giving land revenue from Rs.1001 to Rs.2000/-, and (c) at 1% on the revenue income in a village giving land revenue over Rs.2000/-. In addition, lump sums were granted to them from the Local Fund and other cesses & dues collected and for postage and Chora expenses.

Thus, the emoluments received by the different Patels varied from village to village. As an illustration, a Patel of a village collecting Rs.1000/- by way of land revenue will get Rs.30/- plus a certain sum as his annual income, in the case of a slightly bigger village giving land revenue of Rs.2000/- per annum, his annual earning would be Rs.40/- plus a certain sum, a Patel of a village giving land revenue of Rs.3000/- will earn Rs.30/- plus a certain sum and that of a village giving Rs.10,000 as revenue collection will annually earn Rs.100/- plus a small other income. Apart from the absurdity which is obvious, the income of a Patel normally came to less than a rupee a day, when even a unskilled labourer in the same area earned a higher daily wage. It must be mentioned here that the job of a Patel is not like a part-time one involving fixed hours a day or fixed days a week.

The Inferior Village Servants, the Peons and the Attendants in the revenue offices, too, were very poorly paid. For instance, the Vartanias in the village Sojitra (Taluka Petlad) were, as late as till October 1960, being paid only Rs.18/- per month, including Dearness Allowance. From November 1960, they got Rs.27/- p.m. as their wages. However, their strength was reduced from 8 to 3 with the consequence that the average work-load per Vartania increased by about 21% in addition to the former 12% of the total, i.e. by about 175% on the base, not taking into consideration the absolute increase in the total work-load

In absolute terms the rise gave substantial relief to the receivers. But the net savings effected by the Government by the arbitrary reduction in the number of Vartanias amounted to Rs.144-Rs.81-Rs.63/- per month.

A point that needs a specific mention is that the Vartanias were not paid any allowance against the expenses they had to incur for three or four visits to Petlad every month for official work. The 'veth' (i.e. forced labour) they had to perform for the revenue staff was another free-of-charge item of service.

The grades of the Peons at the end of 1961 were of (a) Rs.35-1-40 (Senior), and (b) Rs.30- $\frac{1}{2}$ -35 (Junior), while the Havaladar's grade was of Rs.40-1-50. The Attendant got a consolidated wage of Rs.50/- from 1-10-61. (These posts were created from 1-1-55, when they were paid only Rs.45/- p.m. all-inclusive. This lowest cadre was, it appears, created to reduce the burden of the expenditure in the Peons-Establishment, though the Peons and the Attendants were required to perform the same type of work).

By the way, if these figures are viewed in relation to the increased number of higher posts and the rises in the pay scales granted to higher officials, they serve as an indicator of the growth of a top-heavy administration.

Another issue that has gained significance in recent years is that of dearness allowance. The Second World War brought in its wake inflationary price-rises. Dearness allowances began to be paid to mitigate the hardships caused by the price-wage gaps. While the D.A. rates in the business world were linked up to the Cost of Living Indices to the extent possible, the Government gave some relief to its employees by the grant of fixed monthly amounts on a slab-rate system so that the lower salary-groups got a comparatively greater benefit than the higher salary-groups. Though these rates have witnessed upward revisions in the past years as the prices have continuously risen, the relief has not kept pace with the rising cost of living. While the consideration of expenditure on the part of the Government is important, the issue of merging the D.A. rates with the salary scales needs an urgent disposal, if only for increasing the psychological satisfaction in the minds

of the Government servants. As an illustration, before October 1961, a peon getting a basic pay of Rs.35/- used to earn a Dearness Allowance of Rs.35/- per month and a matriculate clerk getting a basic salary of Rs.55/- used to earn a Dearness Allowance at the rate of Rs.45/- per month. Thus, a mention of Rs.35/- and Rs.55/- as pay-rates creates a misrepresenting psychological effect though for all practical purposes the monthly money income including the Dearness Allowance alone in these two cases came to Rs.70/- and Rs.100/- respectively.

It is difficult to understand as to why the State Government should hesitate in consolidating the dearness allowance with the basic pay scales when the Central Government has done it. It is no use thinking, if it be so, that it would be difficult for the Government to reduce the pay scales in case a depression sets in. Experience shows that inflation has come to stay. Especially when India has embarked upon a bold large-scale programme of an allround economic development, to think of a reversion to pre-War conditions of prices and wages is neither logical nor rational. Of course, dearness allowance may be continued to be paid in future if and to the extent the cost of living goes on registering rises.

(g) Residential accommodation: Acute shortage of residential accommodation was a problem for the Government servants. There was neither any provision for housing for the revenue staff¹³ nor was any allowance paid against the heavy rents they had to pay. Our investigation showed that most of the employees in the lower cadres had to bear the burden of the house rent to the extent of about 25% of their total (official) income. The problem was aggravated by frequent transfers. It is true that the stay of a man for a long time at one place gives rise to associations and affiliations. To safeguard the theoretical impartiality of Government servants, transfers may be necessary. However, the hardships and inconvenience from which a low-paid employee suffers on account of unwarranted and untimely transfers should not be lost sight of as they reduce their stability and efficiency

in work in addition to other serious disadvantages to them and to the members of their families.¹⁴ Transfers on 'administrative grounds' should be an exception rather than a rule.

(h) Permanent Travelling Allowance to Talatis, etc.: The lower grade staff like the Talatis did not receive any permanent travelling allowance. They did not always receive even the actual expenses they had to incur on account of their visits to the Taluka Office for official work. It is queer that the Talatis who are considered to be the foundation of the revenue administration were not entitled to the travelling allowance as per the B.C.S. Rules, when even the peons and the attendants could claim it. The case of the Inferior Village Servants needs also to be governed by the same consideration to make them work more honestly and sincerely.

(i) Negative incentives: Fines and punishments often became disincentives to sincere work-performance. One of the grievances was that the frequency of these sanctions inflicted on the ground of delay rather than incompetence, especially on the clerical staff, had increased greatly in recent years. While proper action must be taken for the delays, punishment must be meted out to persons only after a careful and impartial fixing up of the responsibility for the alleged charges.

(j) Confidential Reports: The system of the submission of Confidential Reports was, many a time, criticised as a method followed by some of the immediate superiors to harass their subordinates, who were honest, sincere and efficient, because of personal likes or dislikes. Objectively alone should be the criterion for the assessment of an individual's worth in relation to the standards of efficiency and conduct laid down. The introduction of an Open Report System would be a more constructive approach as it would (i) enable the persons against whom adverse remarks have been offered to know them and to commence corrective action, and (ii) serve as an encouragement to the efficient and well-behaved employees.

(k) 'Merger' of the staff: The merger of the Baroda State with the The Old British Kaira District in 1949 brought in its wake the need of the absorption of the Baroda Government Servants in the Bombay State service. The Revenue Staff of the old Kaira District suffered for quite some time from a feeling that they lost their seniority because of this unification of services. It was alleged by them that many junior persons were confirmed on higher posts just prior to the date when the merger was effected so that they got an advantage over their counterpart in the old Kaira District. On the other hand, the ex-Baroda State servants maintained that the rules of the Government laying down for them the principles of fixation of pay, seniority and reconfirmation were discriminatory against them; e.g., the rule regarding the fixation of pay provided for one increment for every three completed years' service of the Baroda State servant as against one increment for one completed year's service available to the Bombay State servants.

Effects of discontent

The net effect of the causes of discontent appeared to be two-fold: (i) For quite a few years in the beginning, some of the lower-cadre Government servants concentrated on finding out a suitable job elsewhere and most of their time and energies were spent in their efforts towards this goal. If they were successful, they left their jobs, so that Government lost experienced hands. (ii) If their efforts to secure alternative employment did not materialise, they continued to work half-heartedly. Their efficiency of work-performance remained at a low level and their attitude towards and relations with the public became unsatisfactory.

Government measures to lessen employee-discontent

(i) To reduce the incidence of favouritism and to regularise employment of the revenue staff, the system of recruiting them through the Employment Exchanges was introduced from 1-4-1950. Under it, all vacancies not being filled through the Public Service Commission, by Competitive Examinations, and by departmental promotions had to be notified to the employment Exchanges and filled by recruiting persons from among those recommended by the Employment Exchanges. While

Similarly, the decision taken by the Government in the beginning of 1953 to reserve certain percentages of posts for the members of the Scheduled Castes, Scheduled Tribes and Other Backward Communities, was a step in the right direction as these depressed communities now had better opportunities of entering the Government administration. The contention that this decision was discriminatory against the remaining classes in society is unfair in terms of the inglorious past of the 'Savarna's. Of course, the criticism that the criterion of social justice vis-a-vis merit would, in recruitment, have an adverse effect on the general level of efficiency deserves consideration; and it might not be out of place here to suggest that an apparently unsuited person must not be recruited even if he belonged to the 'privileged' classes.

(ii) It was after Independence, in early 1948, that the Government took a decision to raise the pay-scales of its employees retrospectively from 1-1-47, involving a large scale financial commitment from then onwards. (A statement in Appendix VII gives the particulars of the revised scales that were in force in December, 1961). These rises did alleviate the financial stringency of the Government servants for some time then.

(iii) In an effort to nullify the ill-effects of the continuous inflationary price rises, the Government revised, from time to time, the rates of Dearness Allowance paid to its employees. The statement in Appendix VIII presents the particulars of these upward revisions. The Government, after independence, fixed the Dearness Allowance rates in January, 1948, and made them applicable retrospectively from 1-1-47. They were revised thrice thereafter, viz., first from 1-1-49, then from 1-4-57 and then again from 1-10-61. These rises, though less than the rising costs, did give some relief.

(iv) The Government, by two resolutions -- one immediately after Independence and the other in the middle of September, 1953 -- ordered the grant of concessions such as free medical examination including the taking of X-Ray Photographs, medical attendance, leave for medical treatment, cash allowances for meeting the expenses of treatment, etc. to

from Tuberculosis. Also, in November, 1953, the Government decided to grant the benefit of free treatment to Government servants and the members of their families both as Indoor and Outdoor patients in all Government Hospitals and Dispensaries.

(v) To reduce the inconvenience caused to its employees, the Government had issued a directive in early 1953 that injudicious transfers or transfers at short intervals had not to take place and, unless compelling reasons of public interest required, no Government servant was to be transferred more than once in three years' time. A side-effect of this was to reduce the chances of favouritism and corruption that prevailed before because of the unrestricted discretion of the transferring authority. (Of course, a balancing safeguard against possible corruption in relation to the public had already been created early in 1948 when it was ordered that Government servants should not be continued in the same charge or office beyond four years).

(vi) In December, 1947, the Government accepted a policy of encouraging the formation of associations of its employees as per rules framed by itself. Consequently, three associations were functioning -- one for the peons, the other for the Talatis and the third for the non-gazetted revenue staff of the Kheda District. Also, the Gazetted Revenue Officers (of the Mamlatdar's rank) in the District were eligible for the membership of the Baroda Division Mamlatdars' Association.

(vii) By a Resolution in 1948, the Government allowed its employees to improve their academic qualification/s while in service by attending schools or colleges outside office-hours.

(v) Delays

Delays in the disposal of work have been a cause of wide-spread public dissatisfaction in the post-Independence years. The responsibility for them must be shared both by the administration and by the people, though the share of the former has been relatively greater. The following factors have served as the contributory causes:--

The system of compulsory touring to be undertaken by the executive officers, viz., the Collector, the Prant Officers and the Mamlatdars in the field hierarchy impeded the regularity of work-execution. Papers piled up during the absence of the officer concerned from the Head Quarters, unless where arrangements were made for their dispatch to his halting station during the tours. In both the cases, delays occurred and efficiency in dealing with the cases suffered on account of two reasons: (a) The function to be performed during the tours themselves constituted a heavy work-load and a physical and mental strain on the officers. (b) All references and cross-references might not be available at hand while the officers were on tour with the result that action might prove to be cursory and presumptory.

The position of the Collector in this regard deserves a special mention. Not only had he to do the duties of a Touring Officer, but he had also to camp at Nadiad for a few days every month as the two branches of the Collectorate were located there. Thus, when he was away from Kheda, urgent papers were sent to the camping stations, and when he was at Kheda, the urgent papers of the branches at Nadiad were sent to Kheda. Consequently, the remaining papers got a delayed treatment.

The various Gazetted Officers¹⁵ working in the Collectorate itself were required to tour. Their touring duties, therefore, came in the way of the speedy disposal of their work at the Head Quarters.

In many cases, insufficiency of staff in a particular section/office and unequal distribution of work¹⁶ among them caused delays. As stated earlier the years of independence

15. The details of touring that had to be undertaken by them are as follows:--

- (i) Personal Assistant to Collector: As & when directed by the Collector.
- (ii) Chitnis (with 2 AKS and 4/5 Clerks): At least 10 days in a month.
- (iii) Additional Chitnis: 15 to 20 days in a month.
- (iv) Head Clerk: 2 days in a month, on an average.
- (v) District Supply Officer: 15 to 20 days in a month.
- (vi) District Village Panchayat Officer: 15 to 20 days in a month.
- (vii) District Project Officer: 15 to 20 days in a month.

witnessed a great rise in the volume of work at the District and the below-district levels. The officials had to cope with a variety of functions for which most of them were -- by temperament, training and experience -- not fitted. The miscellaneous obligatory duties which the top executives had to perform kept them too engaged to discharge their specific statutory functions satisfactorily. They became 'showmen' when they should have been efficient 'working men' on their jobs. The illustration (vide: Appendix IX) given in the Balvantrai Committee Report in regard to the overload of work in the case of the Mamlatdars elsewhere probably reflected, to an extent, the conditions prevailing in this District also.

The lack of pre- or post-employment training and guidance facilities to the assistants had the consequence of the lowered speed of work-disposal.

The old and experienced officers in the Revenue Department had a strong feeling that the average calibre of the new entrants to the Department had gone down considerably during the last few years as relatively good applicants preferred to join other departments like Income Tax, Central Excise, Railways, etc.. In the pre-Independence years, the preference was quite to the contrary.

Some of the officers had the tendency to allow the continuance of inefficient and inexperienced staff. This was also a contributory factor to delays.

Not infrequently action got delayed as many members of the staff did not possess adequate knowledge of official procedure and practices.

The practice of referring the majority of the cases to subordinate executives for furnishing information without specifying the points on which it was required, unnecessarily lengthened the process of the disposal of work. Thus, for instance, a paper moved downward from the Collectorate to the Talati with the usual and almost vague endorsement viz., 'inquire and report' at every link. The information submitted in compliance was not necessarily submitted after a careful study of a particular case and/or that required by the superiors. This necessitated back references. Such

Much avoidable correspondence took place because of the general tendency of Government officers to interpret the provisions of enactments in their narrow sense.

The habit of not a few Government employees of handling cases in a perfunctory manner without their proper study and care, resulted in delays. This problem was aggravated by the absence of effective control by the supervisory officers on the day-to-day working of their respective sections/offices.

Autocracy and negligence of officers, at times, prolonged the process of the final disposal of cases.

Creation of unnecessary links, too, contributed to the problem. The case of the work pertaining to Survey & Settlement might be cited as an instance. Originally, the section dealing with this work was a part and parcel of the Revenue Section. In 1926, it was separated from it. The impact of this was the growth of great discontent both among the public and the lower staff in this Section. On one hand, this was perhaps the only Section in which the work-execution at the operational level could be considered to be most satisfactory as the standards of work-performance were laid down for the Surveyors, who were required to work accordingly. (If there was a short-fall of five days of work in a month, deduction in the pay was made. The scrutiny of their diaries was detailed and strict for the purpose. Of course, it was queer that performance above the standards laid down was not paid for additionally.) However, on the other hand, abnormal delays used to occur as a matter of course with regard to measurements and related work. Cases were pending disposal for years only because of a faulty procedure.¹⁷ To illustrate this point, ordinarily, a person had to apply to the Mamlatdar for any work pertaining to the measurement of land; the Mamlatdar sent it to the Collector; the Collector sent it to the District Inspector of Land Records (DILR) who directed a Surveyor under him to undertake the work; when this was done in due course, the papers were sent by the DILR to the Superintendent of Land Records at Ahmedabad for the latter's sanction; after they were received back, the

DILR sent them to the Collector, who in turn passed necessary orders and sent them to the Mamlatdar, who again routed them to the applicant via the Talati. This goes to show how the movement of papers through created links caused inordinate delays. If, instead, the DILR Section is merged with the Collectorate, as was the case prior to 1926, the speed and the efficiency of work-execution can be improved and the costs can be reduced.

The defects in the complex and cumbersome procedures followed, the need to improve and standardise the proformas, and the insufficiency of stationery, printed forms and sundry other materials and of furniture and equipment like the type-writers in the regional languages, the duplicators, etc. also aggravated the situation.

There was no properly maintained Section containing up-to-date references of all Acts, Rules, Government Resolutions and Orders, Departmental Standing Orders, and other relevant useful publications, books and journals to provide basic and authentic material for reference as and when required in different offices, particularly in the below-District level offices.

As against the above, the ignorance/suspicion of and the lack of proper co-operation by many members of the public were also responsible for delays.

- (i) Applicants did not furnish all necessary information to the officers concerned.
- (ii) When persons were called for any inquiry, the officers got a poor response from them.
- (iii) There was a tendency on the part of the people to apply to various executives and leaders from the Ministers downwards simultaneously for one and the same matter. This had developed because of the reasons: (i) Past experience regarding inordinate delays, significance of influence and the absence of proper response to applications submitted to the officers concerned directly. (ii) Ignorance on the part of the people regarding the spheres of the authority of different officers.

(i) A board containing up-to-date details of the main functions to be discharged by each office should be displaced at a prominent place. Also, a legibly printed booklet in Gujarati (i.e. the regional language) should be made available to a visitor for free reference on demand and its copies should be sold on payment. Periodically a new edition must be published and changes that have taken place in-between be effected by pasting printed slips at appropriate places in its current edition.

(ii) A system of receiving all applications at the primary end by the village-level officers should be introduced so as to avoid the present wastage of time, money and energies -- both of the people and of the Government -- on account of avoidable movements of men and papers from the villages to the Taluka and the District places and vice versa. As a check on possible malpractices at the village level, a thorough procedure must be established for the acknowledgment of applications on spot, making of entries for them in the inward and outward registers to be prescribed for maintenance by the village officers, and for the taking of necessary action by the village officers latest within a week's time from the date of receipt of an application. If it is to be forwarded to a higher official, he must be made to submit it with all relevant facts and figures, necessary previous papers and his opinion, within the time-limit of a week. It should be notified, from time to time, that every applicant should also submit a copy of his application direct to the Collector whose office should also acknowledge it. This copy of the application should be treated as a control device to exercise a check on the village officer. Only when a delay occurs beyond a reasonable margin of time would the higher links in the Scalar Chain start issuing reminders as a first remedial action.

(iii) The posts of Public Relations Officers should be created both in the Collectorate and in the Mamlatdars' offices so that people would be directed to the proper section/offices and unnecessary movements from clerk to clerk or officer to officer, as at present, might be eliminated. In due course of time the trained Public Relations Officers would themselves be available to dispose of direct most of the queries and complaints from the public and also serve

as a via media for effective reminders on behalf of the applicants whose cases are pending.

(iv) The touring functions and the functions to be performed at Head Quarters by officers should be separated. The former should be allotted to separate executives at the various levels. It might not be necessary to duplicate all appointments. A senior person in the office concerned might be required to act as the touring officer with the same authority as the Head had, by implementing the principle of decentralisation of power -- delegated or originally granted -- in this regard. A still better solution would be to appoint Additional Officers of the same rank, status and powers, for the specific purpose of working only as touring officers in the respective fields of jurisdiction. This would require additional appointments and expenditure to a certain extent. However, this expenditure would be more than compensated by the savings that would be made both by the people and by the Government in other respects. Also, the speedier and more effective work-execution would be a great gain in terms of public-satisfaction which is the urgent need of the day.

(vi) Corruption

As stated above, delays occurred on account of situational factors on one hand and the mercenary working of Government servants on the other. They also set a vicious spiral in motion. The papers first moved slowly because of the situational factors. Therefore, needy persons began to offer unofficial incentives in cash and/or kind to the Government employees as consideration for an assurance of special treatment of their papers. This movement then gathered momentum so that a stage came when only those papers moved as were paid for additionally. Corruption perpetuated, feeding itself on created delays and other hurdles. The Government cannot be said to be unaware of this. It also knows that its employees are being paid low remuneration. However, it has failed to take effective steps to remedy the evil. Vested interests both of the Governments in Finance Departments and of the sector of the public offering bribes for undue personal gains can be considered to be responsible for the unabated expansion of the evil.

opinion is that it has become the normal way of life in India particularly since Independence, and any behaviour otherwise is an abnormality.

(vii) Ignorance of executives of their own functions

✓ The extremely serious drawback of the entire District administrative organisation was that hardly any one person, right from the top to the bottom, knew what exactly were its Work-Categorywise detailed functions. Various Acts -- both Central and State, the Rules thereunder, the Government Resolutions and administrative orders passed and issued from time to time prescribed multifarious functions to be performed by the Collector with the assistance of his organisation. While the Collector as the top-most executive would not be able to remember everything himself, there must be some method by which, any time, up-to-date and authentic information with regard to powers, duties, rights, responsibilities and procedures of the district administrative machinery could be available both to the organisation and to the people. It is natural that the various assistants can have only a sectional and a piece-meal view. However, each one of them must have a complete knowledge of the minutest details of the functions which they are supposed to perform. It is obvious that execution of a task cannot be effective and efficient unless a person knows that it is he who has to do it and unless he knows how exactly to do it. It might be mentioned here that the system, that existed in the old Baroda State, of publishing from time to time a Manual containing detailed particulars of the different functions and the procedures to be followed for their performance by all executives from Talati upwards, was the right approach for maintaining efficiency.

DISTRICT ADMINISTRATION: INTER-RELATIONS

The discussion in the foregoing paragraphs shows that the intra-relation, i.e. the hierarchial and procedural relationships between men & men, work & work and men & work, greatly influence the efficiency of any organisation. It is, however, the inter-relations, i.e., the relationships between an organisation and the outside world, that serve

the bones, muscles, tissues, veins and nerves that make the organisation. Inter-relations reflect the external worth of the organisation to the people. For, its efficiency becomes manifest broadly in the form of their appreciation or criticism based on their experience of its working and its effects on their interests. This is particularly true of the district administration in a democratic state which is regarded as a powerful instrument for removing social injustice, reducing inequalities and bringing about the moral and material uplift of the members of the community.

The paragraphs that follow will deal with the major aspects of the inter-relation. The administrative machinery was able to secure co-operation and appreciation of its work from people when they were satisfied; where they had grievances, criticism and friction ensued.

General feeling of dissatisfaction and annoyance

The years since Independence have seen no significant improvement in the relations between the public and the revenue staff. The attitude, the approach and the behaviour of the latter towards the former have generally remained unchanged. Delays -- created or otherwise, unnecessary movements of papers, loss or misplacement of correspondence, etc. have been irksome to the persons affected. Influence and other ways of 'getting a thing done' have, in addition to personal visits to offices, been considered to be necessary. People had thought that, with the advent of Swaraj, the legacies of the old foreign regime and of the Second World War would quickly get removed. While an overnight metamorphosis as was emotionally expected by the masses was surely an impossibility for any government, it was felt that a rationally planned and stern action could have gone a long way in remedying the major evils that have been corroding the national life and character for quite some years.

Unfortunately, a general feeling of dissatisfaction and annoyance was observed everywhere among the public. Even the workers of, apart from the people who had leanings towards, the ruling party were found to be sharing it. Some of the former felt that no special attention was

to follow a dual policy, in appeasing them when they met them and then taking a step which would be contrary to the promises given by them. Paradoxically, government servants and people who appeared to be having no political party affiliations disliked and resented the influence and pressure which they had to face from local leaders. The government servants who were not prepared to succumb to the wishes of the outside pressure-groups always feared insecurity of job. While the termination of their service was not always easy, the use of the practices like transfers to odd places, adverse confidential remarks by the immediate bosses, undue influence and coercion from higher authorities -- of course, unofficially and orally so that the latter remained uninvolved any time at any stage despite these manipulations, false applications craftily engineered, and various other means of harassment were not uncommon. The result was that a large majority of Government employees developed a fear-complex and thought it worldly wisdom to ply the easy way of satisfying the pressure-groups. This meant putting an end to the basic principle of impartiality and of a straight approach. People who could not wield influence or who were not ready to follow the unethical ways 'to get things done' suffered from a discriminatory treatment at the hands of the administration. Now, the administration is run mainly from out of the tax-payers' money and, therefore, all the citizens should be treated equally by it. The conditions as existed in the District did not justify this basic requirement of our democratic State.

Touring and Bandobast: Officialdom was reportedly on the increase during the post-independence years. The touring of the Revenue Officers created various problems. They received travelling allowances as per Government Rules. Many interviewees were critical regarding the 'Bandobast' business for these officers. Independence did not materially alter the conditions for the Patels and the Talatis, who had to bear the heavy burden of the expenses incurred in their 'Sarbhara' -- tea and refreshments, if they were on a casual visit and lunch/dinners, if they were to stay for a day or more. Free transport by bullock-carts, etc. had still to be arranged by private persons. The queer part of this relationship between the officers and the subordi-

pangs of this burden seriously, the others thought that they were getting the opportunity of entertaining the officers as their guests as per the traditional culture of the land. Be that as it may. The continuance of this pre-Independence practice must be stopped in the interest of both the Government and the public. Mere passing of administrative orders and issuing general instructions are obviously insufficient. Stern and constructive steps must have to be taken to eradicate this mentality.

Of course, it should not be forgotten that the touring officers had to face many genuine difficulties. There were no facilities for their camping in a number of villages. Even where the Choras were available, they needed repairs and maintenance. In the old Baroda State, a system of collecting a tax known as "Mar Vera" was prevalent. Its proceeds were used for the upkeep of the Choras and for the purchase of beds, mattresses, utensils, and other articles necessary for the short stay of a touring revenue officer there. With the Merger, this tax-collection was discontinued. And, in the absence of an alternative arrangement, whatever Choras existed even in the old Baroda State area usually became unusable for the purpose. Now, an officer who has to be on the move for a long time every month must have the normal amenities, if only to maintain his efficiency of work-performance. It should not be difficult to solve this problem now that the Gram Panchayats are supposed to play an increased part in serving the community. They must make arrangements for the lodging and the boarding of the visiting Government servants on a reasonable payment by the latter.

People felt that the visits of the officers rarely did them any good. They mostly became routine tours for inspection, audit, etc. departmentally -- as in the pre-1947 era -- and were not much useful for getting the wrongs done to them righted or for the disposal of their complaints. At times an officer came to a village late in the evening and left it at about 11-00 P.M. to show his night-halt there.

False entries in diaries were reported not to be uncommon. This meant that the Government servants cheated not only the public but the Government itself. The requirement of a minimum touring resulted in the development of a

undertaken and work not done at the places shown in the Diary. It is not that the superiors were not aware of this practice of thier subordinates in the organisation. Connivance, however, has been the result of a general vested interest.

We offer a possible solution here to enable the Government to curb this deep-rooted evil. The touring officer must be required to send the tour-programmes in advance to the different villages to be visited by him, under copy to his controlling officer. Then, when he actually visited the villages concerned, he must be required to put in his own hand the details pertaining to his arrival, stay and departure in a Register specially to be provided in the office of the Gram Panchayat. It should be made obligatory on the Secretary of the Gram Panchayat to send date-wise abstracts of all such entries to the respective controlling officers every week to avoid possible retrospective manipulations. The verification of the diaries of the subordinates by their respective controlling officers should be made in terms of the comparison of their contents with those of the abstracts received from the Gram Panchayats.

Use and misuse of position by officers: It was reported that, while a few good officers were co-operative and sympathetic towards the village people and used their good offices to bring together parties to a local dispute for an amicable settlement, there were others who misused their status to inflame it.

Some of the officers concerned themselves in appeasing certain party leaders/workers to safeguard their personal interests and ensure their quick rise in the nierarchical ladder though their actions might not be conducive to public good.

Medium of correspondence: Despite the orders of the Government (in 1950 and 1953) that correspondence with the public should be carried on in Gujarati, not infrequently letters were written in English, putting the addresses to unnecessary hardships. Perhaps the flow of information, instructions, orders, etc. from above in English and the relative ease of getting the services of a typist working on the English-script typewriters were responsible for this slackness.

A strict adherence to the implementation of the Government policy in this regard by taking necessary practical steps is absolutely necessary.

Disposal of applications etc. from the Public: Often, the disposal of applications or letters was made by the officials by giving irrelevant, insufficient, vague and/or ambiguous replies. While a show was, thus, made that correspondence from the public was attended to promptly, in effect, the total time-lag between the point when it originated and the point when the matter stood finally settled became abnormally long. Unnecessary wastages and much public discontent and adverse criticism ensued.

The officials tried to find out ways of shirking responsibility to avoid involvement for particular decisions which were within their authority. Narrow interpretation of an Act or a Government Order/Instruction was one of the few intelligent methods used for the purpose. The timidity on the part of the officers, at times, was caused by the fear of false complaints against them by vested interests and of possible inquiries from above, especially when a decision was going to displease an influential worker of the party in power or an intriguing local leader.

Discriminatory treatment: One grievance deserves special mention here. It was the experience of people that the attitude of Government servants differed from man to man. The treatment meted out and the courtesy shown to the illiterate and underadvanced sections of the community, particularly those coming from the villages, were entirely different from those experienced by the more sophisticated sections.

Special protection available to officers: The revenue officers have been granted protection under the Bombay Revenue Jurisdiction Act, 1876, so that they are not liable to be sued for damages in any Civil Court for any act done or ordered to be done by them as such in pursuance of the provisions of any law for the time being in force (Sec.6). Also, no suits can be entertained by a Civil Court unless the plaintiff has exhausted the right of appeal against any decision of a Revenue Officer (Sec.11). This gave

and influentiability by fair and fowl means. Section 11 had the consequence of causing abnormal delays and expenditure for obtaining justice against unfair decisions of the administrative officers concerned. And, even then the superior officers rarely reversed the decisions of their subordinates because of the community of interest. While in genuine cases such protection to the Government servants is certainly necessary against the mischievous elements in society, its misuse against the interests of the members of the public ought to be curbed. This legacy of the foreign rule in India needed elimination long back by the State Government in Independent India.

Measures by Government for improving inter-relations

A reference ought to be made here to the administrative orders issued by the Government in the post-1947 period in an attempt to improve the relations of the administrative machinery with the public:--

- (i) Re.: supply of information to and the provision of waiting places and drinking water for the visitors in all revenue offices. (1950).
- (ii) Re.: proper behaviour of Government servants -- especially for the maintenance of discipline and courtesy, of honesty and integrity, of high moral standard and of official secrets. (1952).
- (iii) Re.: hanging of a board at a conspicuous place, with the following wordings, in each Government office:--

"All Government servants are required to treat the members of the public approaching them on official business with consideration & courtesy. Members of the public are requested to co-operate with Government in stamping out corruption. Do not tip or bribe any member of this office. If any tip or bribe is asked for, please report to the undersigned.

Sd _____ (1950)

Head of the Office"

- (iv) Re.: banning participation of Government servants in conferences organised by communal bodies, or their association

or acceptance by them of invitations from political parties to lecture to classes conducted by them for political workers or to participate in them in any way, (1949).

(v) Re.: publication of advertisements in newspapers for information of the public only through the medium of the particular regional language. (1950).

(vi) Re.: compulsory acknowledgement and speedy disposal of complaints, grievances, representations, requests for advice, assistance, reminders, etc. (1950).

(vii) Re.: grant of protection to the public for free expression of their views and complaints regarding the behaviour of government servants. (1949).

Unfortunately, the experience of the people showed that the above good-intentioned steps mostly remained paper-promises.

CONSIDERATION OF THE IMPACT OF THE IMPLEMENTATION OF A FEW IMPORTANT ACTS/SCHEMES ON THE PEOPLE

(A) TENURE ABOLITION

Conditions prior to Independence

The systems of land tenure, which came to stay during the British Rule in India, aimed at the maximisation of revenue from land and the convenience of its collection. Two major goals -- one, of the ascertainment of proved rights of the different types of occupants (both the cultivators and the landlords) with whom the settlements were made and, two, of the raising of agricultural efficiency -- were rarely paid attention to. The position, prior to Independence, in the present Kheda District area was that, along with the Ryotwari System that was mainly prevalent, other tenures were also in vogue. Particulars in brief of the latter are given below:--

(I) Bhagdari and Narwadari Tenures: Originally, the Narwa villages comprised of lands cultivated by certain Patidar families whose ancestry was supposed to be common. They were owner-cultivators. In course of time some of these holdings were transferred to other hands. The British Government did not abolish them for political and administrative reasons. Actually, therefore, this system of land

revenue on a lumpsum basis for every such village from the respective Narwadars, who, in turn, were entitled to collect revenue from individual land-holders in their respective areas of jurisdiction. The Narwadars were as good as sureties for the payment of total land revenues for their villages. They were not allowed to fritter away their estates piece-meal. This was done to secure the interests of Government by preventing disintegration of properties. The following were the essential features of this tenure:--

- (1) The Narwadars were occupants of the land held by them in the villages concerned, under the Land Revenue Code, 1879, as modified by the entries in the Narwa Register, and enjoyed certain restricted property rights in regard to the Narwas.
- (2) The other cultivators of the Narwadari Lands were either tenants-at-will or customary tenants of the Narwadars, and not land-holders paying revenue direct to the Government or tenants of the Government. Thus, the tenants-at-will could be elected by the Narwadars at the latter's discretion and their rentals could be increased by the latter at their will.
- (3) Many of the Narwadars were peasant-proprietors cultivating the lands themselves.

The Narwadari Tenure existed in Anand, Nadiad, Matar and Petlad Talukas in the District. The Narwadars were governed by the Bhagdari and Narwadari Act, 1862, and numbered 90 then.

(II) Maleki Tenure: Originally, the Maleks had been granted entire villages as gifts for the military services rendered by them to Mohammed Begada. At the time of the subsequent settlement by Mr. Peddar in 1865, their rights were reduced as follows:--

- (1) Grant of a share ranging from 7 to 9 annas in a rupee in the case of the revenue collected from the Vazeli lands.
- (2) Grant of a share of from 7 to 9 annas in a rupee in the Miscellaneous Revenue receipts from the sale of grass, produce of fruit trees and wood and from grazing in the Vazeli lands.

- (4) Grant of a preferential right for getting occupancy right in waste Vazeli lands.
- (5) Grant of the right to recommend the appointments of Talatis in their respective villages.

The above particulars show that the Maleks were overlords in their own villages and had nothing to do with the cultivation of land. They served as an intermediary between the actual cultivators and the Government, the latter paying them a share in the revenue incomes derived from the respective villages.

This tenure obtained in 2/ villages in Thasra Taluka.

(III) Personal Inams: Originally, the grants of Inami Villages and lands were made to persons in appreciation of their service to Government in difficult circumstances. The British rulers also recognised them as the private property of the holders, having been settled under the Summary Settlement Acts of 1863, subject to the condition that the Inamdars continued to pay "Judi" to Government. There were 20 villages covering 2,97,500 acres of scattered land of this type.

(IV) Saranjam Jahagirs, Jagirs and Other Inams of Political Nature: ~~Grants~~ Grants of such lands were originally made by the Muslim and the Maratha rulers for the support of troops, for personal services, for the maintenance of official dignity, for political considerations, etc.. Those in the British Kaira District area were governed by the Saranjam Rules of 1895. The Jagirs in the Merged states area were mostly unsettled. Some of them were supposed to have been the result of orders made or rules framed by one or the other Government in the past; the others were held customarily. They were of two types: (i) those of land-grants, and (ii) those of exemption from payment of land revenue. Irrespective of whether they were permanent or life-time, their continuance depended only on the sweet will of the Ruler concerned.

The Saranjam Jahagir Tenure was in vogue mainly in Alwa village in Kapadwanj Taluka. The Jagirs were found to be existing in 54 villages -- 31 situated in Vadasinor Taluka, 16 in Lal Mandva Estate in Kapadwanj Taluka and the remaining ones in Khambhat, Thasra and Petlad Talukas. Some

(V) Inferior Village Servants' Vatanis: A system of granting lands to Inferior Village Servants like Ravanias, Vartanias, Dheds, Bhangis, Nayavanshias, Sindhvas, etc., as consideration for their services, obtained in the past both in the old Indian Princely States and in the old Bombay State areas. In the former, except in Baroda State, their appointments were not hereditary and they were not governed by any Law or Rules. Insofar as the British Kaira District was concerned, all service lands which were not subject to the provisions of the Bombay Hereditary Offices Act, 1874, were made hereditary subject to the provision of the said Act and the Rules thereunder of 1908. With regard to the Inferior Village Servants Inam lands and the rights of the holders in the areas of the former Baroda State, they were regulated by the Gram Nokari Niyam, 1923, which made them hereditary.

(VI) Service Inams Useful to Community: These Inams were originally granted to Suthars, Luhars, Kumbhars, Barbars, and other 'Vasavaya's to give them incentive to settle in the villages concerned and to render their respective occupational services considered necessary for the community. They were first settled under the Summary Settlement Act, 1863, and were regulated by the Resumption Rules of 1908. The settlement related to the exemption from the payment of land revenue only and the occupancy was of the inam-holder concerned. Resumption could be made by the levy of full assessment only. These Inam holders had to remain loyal to the Government. The Inams were non-transferable.

(VII) Taluqdari Tenure: The estates of the Taluqdars were held by them with full proprietary rights of the Crown by inheritance over the lands, along with the minerals in and the trees on them, from the pre-British times. They were neither granted by any Government nor were occupancy-held. They were governed by the Gujarat Taluqdars Acts, 1888, and had to pay 'Jama's -- fixed or fluctuating -- instead of land revenue to the British Government. The tenants in the Taluqdari estates were tenants-at-will paying the rents generally in cash and always suffering from insecurity.

The Government had attempted in the past to rehabilitate the landed gentry of the Taluqdars by liberal grants of loans

Incumbered Estates Act, 1881. However, the Act "had not the desired effect of adequately ameliorating their conditions generally."

This tenure was in force in 37 Taluqdari villages in 6 Talukas as follows:--

TALUKA	NO. OF VILLAGES
Borsad	17
Anand	7
Thasra	6
Matar	3
Khambhat	3
Vadasinor	1

(VIII) Ankadia Tenure: The Ankadia villages were neither alienated nor Jagiri villages. They were the property of the State, granted to the Ankadedars on conditions prescribed in the Baroda Ankadia village Rules, 1932, or Pattas i.e. Lease-Deeds executed with the Vadasinor State respectively. These holders of the entire villages had each to pay a fixed sum -- known as Ankada -- every year to the Government and had the charge of the management of their respective villages like lease-holders. Any breach of the conditions by the Ankadedars made them liable to a resumption of their villages by the Government. They had a right to retain the surplus revenue as their income and enjoy the 'Gharkhed' land and alienate these lands for the Jiwai of their relatives.

There were 13 villages in all, one being in Borsad Taluka and twelve being in Vadasinor Taluka.

(IX) Bandhi Jama Uddhad and Ugadia Tenures: The holders of the villages in which these tenures obtained had a right to hold them on payment of fixed assessment. They existed in Dharoda (Matar Taluka) and Bharkunda (Kapadwanj Taluka).

(X) Matadari Tenure: The Matadars were originally representatives of people who were given powers to execute documents on behalf of the village with the Government. Their main job was to collect revenues from the villages and to pay "Ankado" (i.e. tribute money) as per the bonds executed by them with the Government. They had no other privileges but

The Matadari villages were not governed by any enactment.

This tenure existed in the Bavishi and Vatrak Kantha Thana.

(XI) Paragana and Kulkarni Watans: Paragana and Kulkarni Watans were originally granted by the Moghuls and to Peshwas to certain local leaders for the service they rendered for the collection of land revenue in the group of villages known as Paraganas and certain other villages respectively. These tenures had been continued by the British rulers on account of political and administrative reasons for some time but most of them were later commuted and made non-service.

The Watandars in the old Baroda State area were called Desais, Muzmudars and Amins. No regular commutation of their lands was effected. However, it was resolved to deduct eight annas in a rupee towards service, the balance amount remaining as non-service watan to them. Also, cash payment was resolved to be made if they chose to serve. The area covered under this tenure came to about 525 acres of Watan lands situated in Borsad, Petlad, Khambhat, Matar and Anand Talukas and the village Deva Talpad in Petlad Taluka.

(XII) Miscellaneous Alienations: There were various other types of land-holders who enjoyed special rights granted by the Governments of the Indian Princely States in the past. They were scattered over the merged territories of the former Baroda, Khambhat, Vadasinor, Ghodasar, Khadal and Punadra States, the total acreage of land so covered being 1,11,141.

Post-independence Enactments

After Independence, the Government contemplated a policy of agrarian reform aiming mainly at the creation of conditions that would ensure security of the cultivators by the grant of occupancy rights to them -- especially to those who were tilling land not belonging to them, and of making the pattern of land tenures uniform. Consequently, the following fourteen pieces of legislation were passed between 1949 and 1961 by the Bombay/Gujarat Government:--

1. The Bombay Bhagdari and Narwadari Tenures Abolition Act. (1947).

3. The Bombay Personal Inams Abolition Act. (1952).
4. The Bombay Saranjam Jahagirs and other Inams of Political Nature Resumption Rules. (1952).
5. The Bombay Merged Territories and Areas (Jagirs Abolition) Act. (1953).
6. The Bombay Inferior Village Watans Abolition Act. (1958).
7. The Bombay Service Inams useful to Community (Gujarat and Konkan) Resumption Rules. (1954).
8. The Bombay Taluqdari Tenure Abolition Act. (1949).
9. The Bombay Merged Territories (Ankadia Tenure Abolition) Act. (1953).
10. The Bombay Bandhi Jama Uddhad and Ugadia Tenure Abolition Act. (1959).
11. The Bombay Merged Territories Matadari Tenure Abolition Act. (1953).
12. The Bombay Paragana and Kulkarni Watans (Abolition) Act. (1950).
13. The Bombay Merged Territories (Baroda Watans Abolition) Act. (1953).
14. The Bombay Merged Territories (Miscellaneous Alienation) Abolition Act. (1955).

Major aims

The Abolition Acts were passed as the continuance of various tenures was not in consonance with the new spirit of agrarian reform in independent India. For instance, Bhagdars and Narwadars were no longer required for a lumpsum payment of land revenue. Excessive fragmentation and alienation of these lands to non-Bhagdars impeded the implementation of the Prevention of Fragmentation and Consolidation of Holdings Act. Moreover, the existence of the tenures postulated the maintenance of double records such as the Narwa Patrahs and the Records of Rights. The Narwadars, the Maleks, the Jagirdars, the Taluqdars, the Ankadedars, the ~~Hamildars~~ Matadars and the other intermediary links between the Government and the tillers were no longer occupying their old premier position in village administration and had ceased to serve a useful purpose in the rural economy. Far from it, they were considered to be impediments to any progressive reform. The service watans were abolished with a view to rationalise the service of Inferior Village Servants, etc. on the cash-remuneration basis in view of the changed social conditions.

Administrative machinery for implementation of the enactments

Collectorate, one assistant was provided in the Tenancy Branch for the purpose. An Additional Officer of the rank of Mamlatdar was also appointed, though only ^{on}a temporary basis, with effect from April 1960 to attend to a part of the work pertaining to the Bombay Taluqdari Tenure Abolition Act, 1949. All the work at the Prant, the Taluka and the Village levels was carried out by the existing staff of the respective offices.

Impact on the people

The impact of the tenures abolition has been serious as can be seen from the following details pertaining to the different Acts:--

1. The Bombay Bhagdari and Narwadari Tenures Abolition Act:

- (a) The Act covered 32 Narwadari villages and scattered land admeasuring about 30582 acres in the District.
- (b) The Narwadari land became Khalsa lands and the occupancy rights were passed on to the actual tenant-cultivators provided they paid full land revenue under the provision of the Land Revenue Code.
- (c) The former tenants-at-will who used to suffer from the hanging Sword of Democles of ejection and indiscriminate increases in rents heaved a sigh of relief, though the financial and other assistance they could obtain formerly from the Narwadars were now lost by them. They had now onwards to pay fixed land revenue to the Government.
- (d) Similarly, the customary tenants who had to share the crops were now to bear only the burden of land revenue.
- (e) The Narwadars lost their property rights in the Narwa land without any compensation. It was presumed from generation to generation, that the land was their own. This Abolition Act, in effect, treated them as outdated licences of the Government, which no longer needed them for the guaranteed lumpsum payment of land revenue against the right of retention of whatever additional collections they could make from their tenants. They also lost the position of dignity and high esteem which they formerly used to hold only because of theirs being Narwadars.
- (f) No application for compensation in respect of the transfer

The Government, therefore, had not to bear any cost-burden on this item.

- (g) The abolition of the Narwa Registers, the end of the difficulties involved in enforcing the joint responsibility for the recovery of land revenue in lumpsum from the Narwadars, etc., might have resulted in a reduction in the complexity which the revenue administration had to face before.

2. The Bombay Maleki Tenure Abolition Act:

The Act covered 27 villages with a total of 74917 acres of Vazeli land. The Maleks lost -- from 1-3-1960 -- the rights they were formerly enjoying, in exchange of compensation amounts to the maximum extent of 3 multiples of the respective annual average incomes received by them in the immediately preceding five years. In all 55 such claims were received and decided by the Collector. The amount of compensation awarded to 49 Maleks totalled Rs.83,900. It is worthwhile mentioning here that not a single case of irregularity was found in consequence of the scrutiny, as provided for in the Bombay Land Tenure Abolition (Amendment) Act, 1958, made by the Collector in the case of all awards formerly declared.

The net effect on the Maleks has been that they have lost a permanent source of income in exchange of a meagre amount worth a total of three years' income each. Also, their prestige, status, etc. that emanated formerly from the Maleki Tenure began to disappear.

On the other hand, the cultivators who had to bear the brunt of heavier land-revenue assessments in the Maleki villages in comparison to the other similar Khalsa villages were benefitted on account of the provision of reduced land revenue rates. Moreover, they became free from the coercion, intimidation, forced labour and other exploitation which they were subjected to by some of the Maleks.

The Government freed itself from the otherwise permanent payment of shares from the revenue collections in the Vazeli lands. Also, it ceased to be duty-bound to accept the suggestions of the Maleks in respect of the appointments of Talatis in the ex-Maleki villages.

3. The Bombay Personal Inams Abolition Act:

- (a) The Act covered 20 villages, over 2,97,500 acres of scattered land and 315 cash allowances.
- (b) Three villages consisting of land with exemption from the payment of land revenue were settled and the rates fixed were ordered to be given effect to from 1-8-1953.
- (c) Out of the seventeen remaining villages exempted from the payment of land revenue, two were settled and 15 were yet to be settled. However, assessment rates in the case of the latter were determined and ordered to be recovered with effect from 1-8-1955.
- (d) The Record of Rights was introduced in all the villages. The persons holding lands on payment of the amount upto the assessment fixed under Sec.52 of the Land Revenue Code were deemed to be the inferior holders holding land on payment of assessment and they were considered entitled to the occupancy rights of the lands held by them without payment of the occupancy price. The lands vesting in Government were entered in the name of the Government in the record.
- (e) All grants, except one in Petlad Taluka, enjoying exemption from the payment of land revenue were covered under the Act from 1-8-1955; the exception case was covered from 1-8-1953. They were subjected to the payment of full land revenue from the respective dates. Necessary changes were incorporated in the Record of Rights.
- (f) Compensation amounts were determined for the abolition of 315 cash allowances.
- (g) Out of 21 claims filed under Sec.10, 20 were decided, 12 were allowed and 8 rejected. More than 3,800 claims filed under Sec.17 were all rejected.
- (h) Payment of compensation was made in 300 cases out of 327 cases.
- (i) Talatis, Patels and Kotwals were appointed in the former Personal Inam villages.
- (j) The Inamdars, who were considered to be unnecessary intermediaries, were eliminated.

- (k) The disputes that used to occur in the past between the general public in respect of space for cremation, grazing lands, village site lands, public open grounds, roads, paths etc. came to an end as the Government became the owner of all such areas.
 - (l) The Inamdars, whose position formerly was like that of the feudal lords, were turned into ordinary citizens. Hence they resented the passing and the implementation of the Act very vehemently. The dissatisfaction found expression in strong criticism of Government policies and administration.
 - (m) The position of the ryots improved in that they would now be having direct contact with the Government and that the exploitation, harassment, etc. they were frequently subjected to came to an end legally.
4. The Bombay Saranjam Janagirs and Other Inams of Political Nature Resumption Rules:
- (a) The Rules covered one village, viz., Alwa in Taluka Kapadwanj and 685 Giras and Shirpav allowances.
 - (b) The Record of Rights was introduced in the village Alwa, all inferior holders in possession of land were, on payment of annual assessment for the prescribed number of years, granted the occupancy right, and all other lands were resumed to Government.
 - (c) Qualified inferior holders as per the Bombay Land Tenure Abolition Laws (Amendment) Act, 1958, were also granted the occupancy right.
 - (d) Lands formerly held by other persons were, in 35 cases, regranted to them on payment of an occupancy price equal to six times the assessment.
 - (e) The Saranjamdars also were granted the occupancy right in exchange of the occupancy price for the land in their possession.
 - (f) The assessment of the village was settled with effect from 1-8-1953.
 - (g) Orders sanctioning compensation in 654 cases of giras and shirpavs were passed.
 - (h) Out of 663 persons eligible for the payment of compen-

5. The Bombay Merged Territories and Areas (Jagirs Abolition) Act:

- (a) Classification of the Jagirs into proprietary and non-proprietary ones was made by the Collector and the decisions were disputed by some of the affected parties. Subject to the appeals made, the position was as follows:--

TALUKA	No. of villages	
	Proprietary	Non-proprietary
Kapadwanj	16	--
Vadasinor	2	29
Khambhat	5	--
Thasra	1	--
Petlad	-	$\frac{1}{2}$

- (b) The Records of Rights were introduced in the villages where they did not exist. In the latter, necessary changes were effected. Assessment was determined for the unsettled villages. Rates were also revised in respect of the settled villages, as per the provisions of the Act. The old land records were recovered from the former Jagirdars and classified according to the ABCD List.
- (c) The properties vesting in Government as per the Act were entered in its name in the Records of Rights.
- (d) According to the subsequent Bombay Land Tenure Abolition Laws Amendment Act, 1958, in the 8 villages -- 5 in Khambhat Taluka and 3 in Vadasinor Taluka, where no assessment was fixed by the former Governments, the persons already paying assessment fixed under Sec.7 were deemed to be permanent holders of the respective lands.
- (e) Occupancy Price had to be paid by 350 non-proprietary Jagirdars for obtaining the regrant of land. They fell in line with the other peasant-proprietors.
- (f) Out of 373 persons who had to pay Occupancy Price to Proprietary Jagirdars for the purpose of acquiring occupancy rights in the respective lands cultivated by them, about 300 made the payments either direct to the

Those who would have exercised this special right by 31-7-1962 would become full-fledged owner-cultivators free from the control of the former Jagirdars. The latter were the losers to that extent because they lost a permanent source of income.

- (g) Out of 89 compensation claims received, 76 were decided out of which 2 were rejected and compensation became payable to 96 persons.
- (h) Talatis and other revenue staff were appointed in the ex-Jagiri villages.
- (i) The former Jagirdars lost their awe, prestige and position in their respective rural communities.

6. The Bombay Inferior Village Watans Abolition Act:

- (a) The Act covered the cases in the former British Kaira District and the former contiguous Baroda State area.
- (b) The system of hereditary appointments of the Inferior Village Servants was abolished with effect from 1-8-1960 and Kotwals were scheduled to be appointed in their place wherever necessary. So also, the Stipendary Inferior Village Servants were replaced by Kotwals with effect from 1-11-60 in some Talukas and from 1-12-60 in the other Talukas.
- (c) The Watan lands admeasuring 4242 acres were resumed and were made liable to the payment of full land revenue with effect from 1-8-60. Necessary mutations were effected in the Records of Rights.
- (d) Cases in the matter of the regrant of land under sections 5 and 6 numbered 1522 and Occupancy Price (equal to one or three times the assessment on the basis of whether the land was assigned for the remuneration of the officiator or not) was recovered in 47 cases.
- (e) There were 321 cases under section 9 which provided for the grant, with the previous sanction of Government, of lands in the possession of unauthorised holders to them, where their eviction was likely to cause undue hardship to the Government.
- (f) 113 compensation claims were received under Sections 10 and 11 of the Act. (31-7-1962 was fixed as the last date

7. The Bombay Service Inams Useful to Community (Gujarat & Konkan) Resumption Rules:

- (a) The Rules covered about 2825 acres of land and 70 cash allowances in all the ten Talukas of the District.
- (b) All such Inams with all their incidents, all rights to hold office and any liability to render service were abolished.
- (c) The Inams of lands consisting of lands were settled and 'Sanands' as per the Land Alienation Register were issued to these Inam-holders. Lands were resumed by the levy of full assessment from 1-12-'54. They were then treated as Khalsa lands. Necessary changes were incorporated in the Records of Rights.
- (d) Occupancy rights were made available both to the Community Service Inam-holder and to the Inferior Holder holding land, on payment of full assessment. Other Inams, which were not adjudicated ~~under~~ under Rule 8 of Schedule B of the Rent-free Estates Act of 1852, were resumed and regranted in new and impartible tenure to the holders on payment to Government of Occupancy Price equal to six times the annual assessment within a period of two years.
- (e) Compensation amounts totalling to about Rs.1,400/- were sanctioned to 17 persons whose cash allowances were abolished.

8. The Bombay Taluqdari Tenure Abolition Act:

- (a) All the Taluqdari lands became liable to pay full assessment as per the Land Revenue Code, from 15-8-1950 or 1-8-1953 as the case might be. The "Lal Liti" lands (i.e. alienated lands entered in red ink in the Settlement Registers) and the Jivai or Bhayati lands, too, became liable to such payment. This meant that they were required to bear an additional burden of 30% or 40%, being the difference between the full assessment and the former "Jama" assessment @ 70% or 60%. The proprietary rights of the Talukdars on their respective lands remained unaffected. Of course, full assessment has brought them down to the level of the other Ryots.
- (b) Some of the Taluqdars had a grievance that the assessment

from their estates.

- (c) All roads, paths, ponds, wells, unbuilt village sites, waste-lands not cultivated during the immediately preceeding three years -- all outside the 'Vanta's -- vested in Government and the Taluqdars got compensation.
- (d) The Taluqdars became free from the former burden of maintaining the Village Police, Talatis, Clerks, etc., for the recovery of rents and the Government had now to bear it. On the other side, they also began to lose their old status, position of honour and local leadership.
- (e) The Records of Rights under the Land Revenue Code were to be brought into operation in replacement of the Settlement Registers that used to be maintained by the former Taluqdars. This change, if properly and equitably brought about, would be beneficial to the people in the areas.
- (f) It was anticipated that this effort of ending the parasitical existence of the Taluqdars would make them play a useful and constructive role in society. In actuality, the embittered feelings appear to have made them antagonistic to and cynical of all Government action.
- (g) The implementation of this Act, even after 13 years of its life, has yet not been over. It was originally intended to complete the work regarding assessment by 1956 and that regarding the settlement of compensation claims by 1960. The delayed action has caused much continued and unnecessary heart-burning and criticism.

9. The Bombay Merged Territories (Ankadia Tenure Abolition) Act:

- (a) All the Ankadia villages were resumed and all lands in these villages were made liable to the payment of land revenue.
- (b) The Records of Rights were introduced in the Ankadia villages.
- (c) 9 villages, which were not settled by the former State Governments, were brought under assessment as per the Land Revenue Code, 1879.
- (d) 24 claims for compensation for extinguishment and/or

amount realised by the Ankadedars in the three years immediately preceeding the date of the commencement of the operation of the Act were decided. Sums totalling a little over Rs.11,250 were awarded to 16 Ankadedars.

- (e) Occupancy rights were allowed to Ankadedars in respect of their 'Gharkhed' lands and to the holders (as per the village records) of lands in respect of which land revenue was payable as an incident of the Ankadia Tenure.
- (f) It resulted in the elimination of the intermediary Ankadedars from the village administration and the reduction in their status and prestige in their respective villages.
- (g) All uncultivated and waste lands and all common grounds, grazing areas, roads, paths, lanes, etc., vested in Government.
- (h) Patels and Inferior Village Servants/Kotwals were appointed in these villages. This has reportedly raised the cost of administration in relation to that in the times of Ankadedars.

10. The Bombay Bandhi Jama Uddhad and Ugadia Tenure Abolition Act:

The implementation of the Act made the lands liable to full assessment from 1-8-1959. While Dharoda was already^a settled village, the assessment rates in respect of Bharkunda village were determined and given effect to from 1-8-1959.

11. The Bombay Merged Territories Matadari Tenure Abolition Act:

- (a) The Act covered 25 villages -- 19 situated in Kapadwanj Taluka, 5 in Nadiad Taluka and 1 in Mahemadavad Taluka.
- (b) The villages were resumed and made liable to payment of land revenue assessed under the Land Revenue Code, 1879.
- (c) Occupancy rights were granted to the Matadars only for their 'Gharkhed' lands, to the co-sharers holding 'Bhayati' lands and to the Registered Occupants in respect of the 'Sarkari' land.
- (d) The Records of Rights were introduced where they did not

- (e) As compensation for the loss of their shares in the surplus revenue collections from their respective villages, 4 Matadars were granted amounts equal to thrice their respective average receipts during the five years immediately preceeding the commencement of the Act.
- (f) 42 Matadars, who used to receive cash allowances, were granted compensation equal to seven times the amounts of their respective annual cash allowances.
- (g) Out of the above 46 approved compensation claims, payments were made in 40 cases to the Matadars.
- (h) Arrangements for village officials and Inferior Village Servants were made in the former Matadari villages.

12. The Bombay Paragana and Kulkarni Watans (Abolition) Act:

A N D

13. The Bombay Merged Territories (Baroda Watans Abolition) Act:

- (a) Such Watans -- both commuted and uncommuted -- were abolished. They were resumed to Government and full assessment was levied from 1-5-1951 as per the Land Revenue Code, 1879. Necessary changes were incorporated in the Records of Rights. They were not deprived of the lands in their possession as, instead of disposing of such resumed lands, Government decided to regrant them to the Watandars on payment of the occupancy right. Next preferential right for such a regrant was given to the Permanent Tenants. Such lands were of new tenure and were impartible and non-transferable without the permission of the Collector. A 'Nazarana' upto 20 times the land assessment was payable for obtaining the permission.
- (b) The Records of Rights were introduced in two Watan villages in Kapadwanj Taluka and one Watan village in Mahemadavad Taluka and, these villages having been unsettled, assessment rates were fixed for recovery from 1-8-1951.
- (c) 36 cases preferred to the Collector were decided under Sec.9, only 2 having been entertained.
- (d) No application claiming compensation under Sec.6(2)

- (e) Compensation for the abolition of 207 Watan cash allowances was determined.
- (f) Compensation admissible for the abolition of the one Kulkarni Service Watan was determined.
- (g) Payment was made for about 200 out of 210 cases of compensation.
- (h) In the old Baroda State area, lands measuring 524 acres were resumed by Government with effect from 15-8-1953 and were entered in the name of Government as above-line occupant in the Records of Rights. About 485 acres from this land were granted to the holders on payment of occupancy price equal to six times the assessment till 14-8-1958.

Compensation sanctioned for the Deva Talpad village was under dispute.

Compensation for the abolition of 12 cash allowances were sanctioned.

- (i) These hereditary services in revenue administration came to an end. Full-fledged government servants like the Talatis began to function in the four villages affected.
- (j) The social status and influence of the Watandars began to witness a decline.

14. The Bombay Merged Territories (Miscellaneous Alienation) Abolition Act:

- (a) All the landholders were subjected to the payment of land revenue in full with effect from 1-8-1955. Necessary changes were incorporated in the Records of Rights.
- (b) In 1344 cases, the Government was entered as the 'above-line' occupant and the Occupancy Prices were recovered in 841 cases out of this number.
- (c) The qualified definition of permanent tenant as per the Bombay Land Tenure Abolition Laws (~~1958~~ Amendment) Act, 1958, [i.e. one who was in continuous possession of the same holding for 12 years or more] was applicable to the guaranteed 'Giras' lands which were situated in Kapadwanj Taluka. The persons qualified to be such permanent tenants have been ascertained.

2376 compensation claims were received under Sec.17(1), out of which 2373 were decided. The compensation was awarded in 50 cases only out of which payment was made in 33 cases.

All the 211 claims submitted under Sec.18 were rejected.

- (e) The amendment Act of 1957 provided for the revival of the following types of allowances by way of compensation, the data for which are given below:--

	NO. OF CLAIMS		
	Submitted	Decided	Awarded
(aa) Allowances which were held by widows for their maintenance:	59@	56	N.A.
(bb) Allowances which were held by male minors or unmarried females:	--	--	--
(cc) Allowances which were granted for the purpose of education:	--	--	--
(dd) Allowances which it was desirable to continue on compassionate grounds:	39	38	29

@ Being 52 in Khambhat, 3 in Kapadwanj, 2 in Vadasinor and 2 in Mahemadavad.

- (f) In Vadasinor Taluka, 200 tenants of ex-Inami lands enjoying exemption from payment of land revenue had submitted applications that they must be treated as inferior holders holding land on payment of assessment. These were pending decision.

General Comments

The evils of absentee landlordism, rack-renting of tenants, improper cultivation of lands under different tenures, absence of scientific or mechanized farming or farming on modern lines, vast uncultivated lands in these areas, extensive and minute fragmentation of holdings, existence of uneconomic holdings -- all had set Government and economists a thinking about the reforms of land tenures immediately we became independent. The various pieces of legislation referred to above were passed with a view to rectify the affairs and to abolish all links that were

of the land and the Government. In so doing the interests of certain sections of the community were adversely affected. Wherever the special rights on agricultural and other land in the villages were acquired by acts of courage or by service rendered to the Government by the ancestors of the present holders of the rights, social injustice has resulted and much heart-burning, criticism and opposition have ensued.

As against the above, the extremely serious criticism that has been levelled against the Land Tenures Abolition Acts has been that they provided for the exercise of judicial powers by the executive officers of the Revenue Department. By implication and in practice this step has been retrogressive. The executive can never be supposed to be competent to give justice impartially as it has to tow the line of the Government of the day. Also, it was a self-contradiction that the same Government effecting the separation of the judiciary from the executive decided to allot judicial powers and functions to the executive in charge of implementation of the Tenures Abolition Legislation.

The actual tillers or possessors of agricultural holdings obtained occupancy rights over them. This established a direct contact between these ryots and the Government. To what extent it has resulted in increased care, operational efficiency, productivity, land improvement, etc. of the holdings is a matter yet of conjecture and requires thorough objective research.

Strong views have been prevailing in the affected sections of the public in connection with the issue of compensation. (1) In many cases applications for compensation claims were not accepted. (2) The amounts awarded as compensation were low. (3) The provisions of the Bombay Land Tenures Abolition (Amendment) Act, 1953, prescribing the payment of compensation amounts sanctioned in transferable bonds carrying a 3 or 4% rate of interest per annum and repayable during a period of 20 years from their respective dates of issue by equated annual instalments of principal and interest were criticised as an inequitable arrangement of compulsory deferred payment at an abnormally low rate of interest when a permanent source of income was

capital depreciation during such a long period was a certainty in the developing economy of India. However, it needs to be mentioned here that an important exception did exist under which compensation amounts upto Rs.1,000/- were payable by cheques in instalments.

It would not be out of place if it is suggested that a far more better approach for compensating the losers of such permanent rights would be of devising a scheme under which the Government can procure for them shares in industrial concerns with sound management and prosperous future. Such an arrangement would be advantageous in three ways: (1) Cash receipts, which otherwise might be frittered away, would be invested in shares. (2) Instead of suffering from capital depreciation over a period of years, the allottee would get the benefit of capital appreciation in terms of the rising share values. (3) A new approach would be initiated by which the rentier classes and other people who are dispossessed of their agricultural lands are diverted to playing a vital role in industrial financing in the developing economy of the country.

The most serious criticism levelled against the administration was about the abnormally slow pace of the implementation of all the above Land Reform Acts. There were two types of adverse effects because of this delayed action: (1) The interests of the tillers of the land suffered wherever they had to face the malpractices by vested interests who could get records manipulated to their advantage during the available time-lag. (2) The remaining privileged tenure-holders and the tillers affected by the Acts were put to hardships and expenditure of time, energies and money because of inordinate administrative delays and disputes pertaining to decisions of all types taken by the revenue administration. It appears that the shortage of staff and delayed additional appointments, if and when made, were two of the important factors responsible for the delays. An instance requires a specific mention here. The Bombay Taluqdari Tenure Abolition Act was passed in 1949. The additional officer for this work, however, was specially appointed on a temporary basis only from April 1960! And, he had to seek clerical assistance from the local Mamlatdar's

The directly most beneficial impact of the tenures abolition was that the revenue collections of the Government grew in size because of full assessment on all lands on which previously partial or full exemptions from payment were available to their holders. Also, certain lands and public property vested in the Government so that the remnants of monarchies disappeared.

(B) TENANCY ABOLITION

"Prior to the enactment of the Bombay Tenancy Act, 1939, the relations between landlords and tenants in the Province were governed by the provisions of the Bombay Land Revenue Code, 1879, and other legislation applicable to local areas. These provisions did not ensure equal status for contract or agreement to the contracting parties i.e. tenants were in much inferior position. Many tenants who held the same lands for generations did not obtain rights of permanency but continued to be tenants-at-will liable to be deprived of their tenancy at the will of their landlords."

"The tenants having no fixity of tenure or protection against rack-renting had no incentive to improve income from land. The effect of this state of affairs was that land was not properly cultivated and agriculture as a profession was not attractive. In order to remedy this state of affairs the Bombay Tenancy Act, 1939, was passed by the last Ministry¹⁸ as a protective measure for the improvement of the conditions of tenants of agricultural lands in the Province while protecting the legitimate interests of landlords."

"The working of the Bombay Tenancy Act, 1939, as amended in 1946 throughout the Province disclosed certain difficulties in the administration due to variety of tenures, customs and usages prevailing in the different parts of the Province." The change in the political status of the country necessitated certain agrarian reforms to increase agricultural efficiency. The Bombay Tenancy and Agricultural Lands Act, 1948, was an important measure directed towards the achievement of this objective. "It puts

together general provisions regarding tenancies, their duration, maximum rent, commutation of crop-share rent into cash, prohibition of receiving rent in terms of service or labour, abolition of all cesses, 'hak's, etc., as well as the special rights and privileges of protected tenants."

The 1948 Act was applied to the whole of the Kheda District. The administrative machinery -- in December 1961 -- to which the implementation of the Act was entrusted was of the following pattern:--

(i) At the district level, one Aval Karkun and two clerks were working in the Additional Chitnis Branch of the Collectorate.

(ii) There were 29 one-man agricultural Lands Tribunals usually assisted by one A.K.-cum-Accountant and one clerk each working in the field at the taluka level. This establishment was provided only bit by bit so that, from 1948 to 1957, no separate Branch for this work was in operation at the district level. It was only after the coming into operation, from 1-4-1957, of the amended Tenancy Act that the Tribunals began to be appointed and, till 1-4-60, there were only one per Taluka. The major functions of these Tribunals were to fix the prices of lands, the ownership of which was to be transferred to the tenants, and to determine the number of instalments the erstwhile tenants were required to pay to the erstwhile owners.

(iii) In every Taluka, the regular Mamlatdar assisted by one or more Aval Karkuns authorised to work as Tenancy Mamlatdars were in charge of the implementation of the Act except the functions that were to be discharged under Section 32-G by the Agricultural Lands Tribunals. Thus, 10 Mamlatdars and 17 Extra Aval Karkuns were working in the District at the end of 1961.

(iv) The work at the village level was being done by the Talatis.

The 1948 Act provided for the creation of a class of 'protected' tenants to remedy the insecurity and exploitation from which even those who had been tenants for years used to suffer. By 1955-56, almost all tenants became protected in that, (i) their tenancies were made hereditary and non-

prescribed, (iii) their exploitation of all sorts including free supply of labour was put an end to, (iv) they were granted the right of the purchase of land they were cultivating, at reasonable price and upto the prescribed ceiling and (v) their rights in regard to trees planted, houses built, etc. on the landlords' lands were safeguarded.

The most important issue to be decided as the first step towards the implementation of the Act was that of deciding whether a particular tenant was a 'protected' tenant or not. The next issue was that about the determination of cash rents. The third issue was that of granting possession of land to the landlords who wanted to terminate the tenancy in the circumstances provided for in the Act.

The above presupposed the existence of complete and correct village records giving full details about the actual tenancies. This was not so. In many cases, names of persons other than the actual tenants were entered, the continuity of tenancy was shown as broken in-between by false entries and manipulative advantage was taken by landlords of their influential position, traditional social relationships, illiteracy and ignorance of the tenants and of the ceiling-provision of the Act. Crop-sharing and exploitation continued to exist de facto despite their de jure abolition under the Act. The absence of a restraining penalty clause served as a vital cause for the malpractices which the few big landlords carried out. The impact of the Act was, however, serious on the small -- and the medium-sized holders. Most of them were not sufficiently conscious of what was happening to their interests or could not manage manipulations to safeguard them. Their tenants were certainly benefitted by the Act. Low cash-rents were fixed by the Mamlatdars and, in most cases, they were not paid at all -- or were paid irregularly -- by the protected' tenants and the machinery for their recovery was virtually ineffective.

The impact of the Act on society, social relations and land-productivity, too, was serious. (a) Whatever unity existed in the villages received a severe blow as the two major sections of the rural society were played

tenants were, in most cases, reported to have been satisfied as a result of the execution of the Act. (c) One of the worst effects of this Act has been that the sanctity of the contractual relationships has been lost and people have lost faith in the honesty and integrity of one another. The stream of social co-operation that used to flow in the past in the rural areas has dried up, at least for some years to come. (d) The tenants usually did not possess adequate resources like bullocks, agricultural implements, manures, seeds and capital necessary for all other agricultural operations and for land-improvement. They, therefore, got late in tilling, sowing, harvesting and other operations involving temporary financing or assistance from brother-cultivators and could not undertake schemes of permanent investment for land-development. The situation was indeed much better when agricultural financing was resorted to by the landlords, who also took decisions in regard to the in-puts, management, etc. and gave guidance to the tenants. Trees, which take time to grow like the building up of capital reserves, were at times cut down by the tenants because of his poverty and short-sighted policy. This meant a destruction of capital.

The 1948-Act was amended radically in 1956 with the aim of making, with effect from 1-4-1957 (i.e. the "tillers' day"), every tiller the owner of the land he was cultivating. Accordingly, every tenant was deemed to have purchased¹⁹ from his landlord, free from all encumbrances existed thereon, the land held by him as tenant, if (a) such tenant was a permanent tenant and was cultivating the land personally, and (b) such tenant was not a permanent tenant but was cultivating the land personally, and (i) the landlord had not given notice of termination of his tenancy²⁰ as provided in the Act latest by 31-12-1956, or (ii) the notice had been given but the landlord had not applied to the Mamlatdar latest by

19. Upto the maximum of the ceiling areas prescribed as follows:--

48 acres of jirayat land, OR 24 acres of seasonally irrigated land, or paddy or rice land, OR 12 acres of perennially cultivated land.

20. On two grounds: for cultivating the land personally, or for any non-agricultural purposes.

31-3-57²¹ for obtaining possession of the land, or (iii) the landlord had not terminated his tenancy on any other ground as stated in Sec.14 or had, if it was terminated, not applied to the Mamlatdar latest by 31-3-1957 for obtaining the possession of the land. Also, the tenants, who were not permanent and who were tilling the land belonging to persons whose annual income did not exceed Rs.1500 each, were not eligible for such a purchase of land.

The above provisions gave rise to two categories of cases to be decided by appropriate authorities as per the procedures laid down in the amended Act.: (i) pertaining to the lands deemed to have been purchased by the tenants, the prices of which and the mode of payment for which had to be determined, and (ii) pertaining to the obtaining of possession of lands by the owners.

Category I: The bulk of the cases fell in the first category for which the maximum purchase prices were already specified in the Act and the actual determination of the figures in individual cases was entrusted to the Agricultural Land Tribunals. The manner in which the payments of the purchase prices were to be made and the remedies that were to be available in case of defaults thereof were detailed out in the amended Act.

The impact of the above was that the execution of the Act amounted to forced selling of lands by the landlords on a compulsory deferred payment system, where the price payable was determined by the Tribunal. The ownership rights in a piece of property like land were transferred without any on-the-spot payment to the landlords.

21. Where a landlord was a minor, or a widow, or a person subject to mental or physical disability or a serving member of the armed forces, a notice was to be given and an application for possession under Sec.29 was to be made (i) by the minor, within one year from the date on which he attained majority, (ii) by the successor-in-title of a widow within one year from the date on which her interest in the land ceased to exist, (iii) within one year from the date on which mental or physical disability ceased to exist, and (iv) within one year from the date on which a serving member of the armed forces ceased to be such. (An exception in regard to the position of such a person being a member of a joint family was specifically prescribed.)

Abnormal delays have used to take place in the determination of the purchase prices. The seriousness of the situation would be clear from the fact that, as late as at the end of 31-12-1961, as many as 51% of the total number of 2,54,000 cases were still pending disposal. The process of the implementation of this historical Act ought to have been completed within a reasonable time of 2 to 3 years only from 1-4-1957. If viewed cumulatively, it is now 13 years since the Act was first passed in 1948 and 5 years since the "tillers' day" was celebrated. The determination of the reasonable cash-rents in substitution of the old crop-shares, which ceased to govern the landlord-tenant relationship in consequence of the Act since 1948, itself had taken a very long time. As reported, not all the cases had been decided until 1-4-1957, from which date another process of the determination of the purchase-prices was deemed to have been started. Thus, inexcusably long periods have been taken by the administration in the execution of the two major phases of the Act.

The argument that administrative machinery cannot be created in a day is surely lame. It is indeed irrational and premature to pass/enforce any piece of legislation without planning for the timely creation of an administrative machinery for its execution. This Act probably has been an example of the ability of the Government to plan retrospectively! Similarly, it is normal that, whenever an Act affecting existing long-standing social relationships is passed, opposition from affected individuals/sections is bound to take place. It must be anticipated with a view to make provision for countering it as soon as the enactment is brought into operation. It appears that both of these vital requirements were never given any/due consideration. Efforts by vested interests on either side to sabotage the judicious implementation of this Act were made, with the result that cunning individuals benefitted at the cost of the weaker and ignorant sections of the population affected by the Act. The special administrative machinery, as detailed out earlier, was created late and was inadequate. The procedure adopted and methods followed by the Tribunals were inefficient. These themselves proved to be an important cause of delays and much public dissatisfaction.

For the determination of the purchase price, particularly, in the case of tenants other than the permanent ones, the landlord had to be on the mercy of both the tenant and the tribunal as the latter had an exceptionally wide discretion of fixing a price anywhere between 20 and 200 times the assessment of the land. Add to this the fact that the Tribunal consisted of only one man, who belonged to the Revenue Service! In the valuation of land for this compulsory sale, influence, favouritism and illegal gratifications played their own role. Different purchase-prices were fixed for the same kind of lands on flimsy grounds. At times, unusable and dry, old wells were valued as if they were irrigation-wells. Trees which rarely/never yielded fruits were valued as if they were high-revenue yielding fruit-trees. So also were super-structures on land over-valued. The arbitrary manner in which the Tribunal decided the purchase-price was criticised by many as a mockery of justice and equity. The maximum of 200 times was just a book-provision, rarely accepted. In a vast majority of the cases, the price fixed varied between 20 and 100 times the land revenue. The poverty and the minimum paying capacities of tenants perhaps constituted the guiding principle for the Tribunals in this regard, except in the cases where influence and other forces could tempt them to behave otherwise. Maximum lenience was shown also in regard to the number of instalments granted for the payment of purchase-prices. Defaults were numerous; and even where the tenants were regular in paying the instalments, the Government machinery was too slow and too conservative to reimburse the amounts to the respective claimants.

Category II: The landlords whose tenants were not permanent tenants were given the final option to obtain possession of their lands for personal cultivation strictly according to the procedure and the conditions laid down in the amended Act. Any technical breach in this regard inflicted upon them a permanent loss of their lands. Moreover, the possessory suits also took a long time for their decisions. For instance, the total number of cases under the sections other than Sec.32G (i.e. belonging to the Category I above) numbered over 5400, out of which only about 585 had, by 31-12-1961, been finalised. Here, too, therefore, the

of time, energy and money and loss of income during the periods the cases were pending disposal.

The Act had other repercussions as narrated below:--

- (1) Much confusion prevailed for a long time in the minds of both the parties affected, and expenditure had to be incurred by them for legal consultations.
- (2) The prestige and the credit-worthiness, which the landlord had in the past because of the ownership of land, were lost and the loans they could secure in the past on account of the goodwill ceased to be available. Even the tenants had only a restricted right with regard to the offer of their lands as security against borrowed loans. The Act, therefore, has resulted in reducing the utility of land as an instrument for securing all types of finance.
- (3) One of the main goals of the Act was to increase agricultural productivity and production by providing the incentive of ownership-rights to the tenants. There was a general feeling that these were adversely affected as (a) the stream of crop-finance that was available to the tenants formerly from their landlords ceased to flow, (b) the reduction in the burden of rent-payments served, in most cases, as an incentive to increased idleness, and (c) a part of the land that was formerly utilised for the production of foodgrains or cash crops was diverted to growing grass and fodder for feeding their cattle.
- (4) It was repeatedly proclaimed by the protagonists of this Act that the actual tillers of the land became its proprietors. In fact, however, the tenants who were deemed to have purchased the land under the Act were granted the occupancy rights only on the new and impartible tenure which meant that it was non-transferable and nonpartible by sale, gift, exchange, mortgage, lease, assignment or partition without the previous sanction of the Collector.
- (5) The Act impeded seriously the working of the Bombay Prevention of Fragmentation and Consolidation of Holdings Act, 1947, which was a very important other measure for

only 46 and 20 villages were covered in the Thasra and the Nadiad Talukas respectively, when the numbers scheduled to be covered were 60 and 35 respectively.

(C) RURAL INDEBTEDNESS & MONEY-LENDING

Two important Acts, viz., The Bombay Agricultural Debtors' Relief Act, 1947, and The Bombay Moneylenders' Act, 1946, were brought into operation in the post-Independence years with a view to scaling down the debts of the agriculturists and regularising the practices of private moneylenders respectively.

1. The Bombay Agricultural Debtors' Relief Act, 1947:

The agriculturists in the villages always used to face financial stringency. They had to borrow loans not only for agricultural operations but also for observing social customs. The village moneylenders advanced funds to them with or without security at heavy rates of interest. These loans could rarely be repaid by them and the rural debts went on piling up year after year. In many cases, a variety of malpractices were followed by unscrupulous moneylenders. The conditions in Kaira District were no better than those prevailing elsewhere in rural India. Thus, the scaling down of debts was provided for in this Act with the twin-object of reducing rural indebtedness and of giving a fillip to agricultural production.

Special judicial machinery was created for the disposal of the applications received for the scaling down of debts under the Act. The Revenue Administration was concerned only with the recovery of the instalments as and when due, as per the awards, as arrears of land revenue.

The impact of the Act was extremely serious on the money-lenders who suffered from serious windfall losses and there was much agitation as many felt that the debts were scaled down drastically, the amounts awarded were not payable in cash but by instalments -- the recovery of which was difficult and expensive, if not uncertain -- and that a great injustice had been done to them.

A series of consequences ensued. The debtors whose debts were considerably reduced benefitted. The creditors, whose loan-accounts were genuine, had to face unjust

relations in the rural areas received a severe blow and the sanctity of contractual relationships in the sphere of rural finance was practically lost. The tiresome, tardy and expensive process of proving the debts had already generated opposition in the minds of the vocal sections in the rural areas. All these factors brought about a sudden and sizeable shrinkage in the supply of rural credit. The agriculturists, who had availed of the benefit of the Act, found it impossible to borrow any funds from this source as they were treated as virtual defaulters and bankrupts. In the absence of an alternative net-work of efficient agencies for the supply of rural finance -- as and when and in the quantities required -- at reasonable rates of interest, the position of the rural folks had become very precarious. Reportedly, agricultural production suffered from a setback. Even when the Government could arrange, to a relatively limited extent, for the grant of loans through the co-operative societies, the agriculturists still had to approach the moneylenders, who tried to take revenge with greater vehemence and increased malpractices. Thus, unfortunately, exploitation deepened. Also, the loans borrowed from the co-operatives were used to repay the interest and principal amounts due to the private moneylenders. Not infrequently they defaulted in the regular and full repayment of the loans borrowed from the co-operatives and a stage came when they had to rely on private loans to meet these obligations or their further needs. The result was renewed shackles of the private moneylenders for the borrowers.

2. The Bombay Moneylenders' Act, 1946:

This Act, though passed in 1946, was brought in force from 17-11-1947 in the District. The main source of rural finance, prior to 1947, was the private moneylender who was mostly a landlord-cum-moneylender-cum-merchant. A variety of malpractices prevailed in regard to the credit transactions. Apart from the high rate of interest charged, manipulation of accounts was resorted to by unscrupulous moneylenders, especially when the borrowers were illiterate or needy. This Act aimed at rationalising the private moneylending business. Its special features were as follows:--

- (a) Moneylending by a person not holding a licence under the Act was prohibited.
- (b) Each moneylender was required to submit periodically returns regarding amounts lent, interest-rates charged, etc..
- (c) The maximum rates of interest to be charged were fixed at 9% for the secured loans and 12% for the unsecured ones.
- (d) Each moneylender had to submit to the Government, returns showing particulars of every transaction effected in respect of each borrower.

Insofar as the administrative machinery is concerned, for the first ten years, the Collector worked as the Registrar of Moneylenders and the Mamlatdars worked also as the Assistant Registrars. On 1-8-1957, the work was transferred to the Assistant Registrar of Moneylenders at Nadiad who was assisted by one Inspector of Moneylenders, one Senior Clerk, three clerks and three peons.

On the face of it, the execution of the Act has, wherever done according to its provisions, played a constructive role in the regulation of moneylending business. However, the situation has not been as bright as was anticipated as the following Tables show:--

Table (a)

Year	No. of licence-holders
1949-50	1201
1950-51	1017
-----	----
1958-59	733
1959-60	705
1960-61	682

Table (b)

Y E A R	Loans granted (in '000s of rupees)		
	to traders	to non-traders	Total
1958-59	9,233	6,188	15,421
1959-60	9,526	6,065	15,591

The above figures indicate that (i) the number of licenced moneylenders went down by about 43% in eleven years, (ii) their number came to .67 per village in 1960-61, (iii) the total credit granted by them in the year 1960-61 witnessed a fall of 48% as against the figure for 1959-60, and (iv) the regulated private financing came to a little over Rs.8,000 per village/town and Rs.4/- per capita in the District in 1960-61. They depict a very poor picture of the state of rural finance -- even if an adequate allowance is made for the financing by the co-operative institutions and commercial banks and for the Tagavi and other development loans granted by the Government agencies in the District.

The primary goal of the Act was to protect the borrowers against the malpractices of the moneylenders. However, its operation resulted in the drying up of the most vital source of rural finance. The co-operatives and the Government agencies have not yet been able to grow into a substitute organisation. The procedures and the other requirements for securing loans from them have proved to be so stringent, complex and time-consuming that they have yet not been able to compare satisfactorily with the old system of private moneylending. The moneylenders functioned as real risk-bearers, charging high rates of interest but supplying funds as and when they were required for any purpose. A sort of personal hereditary relationship developed between the contracting parties so that even the tenants and the landless labourers could obtain loans without offering tangible security and could secure guidance pertaining to agricultural operations. And, occasional non-repayments of borrowed loans did not result in an abrupt stoppage of the grant of fresh loans which could enable the borrowers to tide over temporary adverse situations. The malpractices of moneylenders did require strict action. However, action should not mean an unplanned or irrational action. It was indeed hasty and unwise to take a step which created a sudden and unbridged gap in rural finance.

The acute stringency of funds in the villages was felt because of four reasons: (a) The lending of surplus funds by individuals among themselves, as was done formerly, ceased to take place now as, for such few accommodative

not willing to take out the Licence. (b) The loanable funds belonging to the former moneylenders, who decided not to take out the Licence, went out of the field. (c) Many of the former moneylenders lost most of their outstanding dues in the large scale scaling down of debts under the Bombay Agricultural Debtors' Relief Act. The repayment by instalments provided for these greatly reduced recoverable dues resulted in a compulsory frozen capital. Further, this scaling down frightened some of the former moneylenders out of the business. (d) Either because of spite against some of the former debtors, who had secured a scaling down, or because of risks of the loss of the amount of principal, those moneylenders who had taken out the Licence traded much more calculatively and cautiously so that credit was made available on a selective and restricted basis.

The consequences of the above were many. In the course of the past few years a black market, flourishing on natural or created shortages of finance in the rural areas, had been expanding in size. The licence-holders frequently resorted to the same old malpractices dressed in the legal form. Illicit high-cost financing by non-licence holders cropped up as a matter of necessity and most of the villagers had to be the victims. A peculiar type of complementarity grew between the funds loaned out by the co-operatives and those issued by private sources. For paying of the private loans with interest, loans secured from the co-operatives were used, and for those to be repaid to the co-operatives, renewals of the private loans were effected. A stage always came when this circular flow had to come to an end.

3. Tagavi Loans

The Government issued orders, from time to time, with a view to provide greater benefit to the agriculturists under the Land Improvement Loans Act, 1883 (Central), and the Agriculturists' Loans Act, 1884 (Central), as follows:--

(i) Revenue Officers were instructed to dispose of the applications without avoidable delays, ordinarily within 21 days but in any case within one month. (1948, 1949).

(ii) The Collector was directed to issue notices inviting

- (iii) Individual limits for sanctioning loans by the Collector, the Prant Officers and the Mamlatdars were raised. (1950).
- (iv) As far as possible tagavi loans were to be disbursed to the agriculturists at the village level. (1951).
- (v) She-buffaloes or other means of livelihood of the agriculturists were not to be attached and sold for the non-repayment of tagavi loans. (1952).
- (vi) The Revenue and Police Patels and the Inferior Village Servants were made eligible, like the other agriculturists, for the grant of tagavi loans. (1953).
- (vii) Revenue Officers were directed that no land should be forfeited or sold for the recovery of tagavi dues except in clear cases of persistent defaulting and that lands already forfeited should be leased on 'Eksali' basis to the original cultivators for cultivation on payment of market rent.
- (viii) Also, under the Bombay Tenancy and Agricultural Lands Act, 1948, it was provided that tagavi loans could be granted to the tenants on the security of their tenancy rights, which it was not possible to do formerly.

While the above orders were issued with all good intentions to smoothen the process and widen the scope of tagavi financing, people could not secure their benefits satisfactorily. Red tape, dilatory action, corruption, etc. were reported to have been responsible for many hardships including the non-availability of the tagavi loans in time. An off-shoot ill-effect of this was that the tagavi loans were in more than one cases used for purposes other than the one for which they were granted. And, if direct and indirect costs of obtaining the tagavi were considered, it became a very costly source of finance.

(D) LAND ACQUISITION

Roads, railways, etc. have, by their very nature, to pass through lands belonging to thousands of big and small owners. If compulsory acquisition is not provided for by law, private owners cannot be compelled to part with their lands, and prices may shoot up exorbitantly. No public utility activity can be undertaken on these uncertainties. A Central Act in this regard was, therefore, in operation from before the turn of this century. However,

prior to Independence, the Acquisition Act was used sparingly for acquiring lands for traditional public purposes. Soon after the termination of the Second World War, the Post War Reconstruction schemes were initiated by the Government. The advent of Independence and the launching of the three Five-Year Plans in a sequence resulted in the implementation of numerous Development Schemes and Projects, requiring lands on an unprecedented scale. In this District, too, construction/widening of roads, construction of the Mani Canal and the network of its tributaries, the securing of sites for oil fields at Khambhat and the electricity-generating station at Dhuvaran and many other works, from which the benefit was to be derived by the public at large, necessitated the compulsory acquisition of hundreds of acres of land. While such acquisition has to be made in the larger interest, the proceedings must be completed within reasonable periods, the prices paid must be reasonable, and the payment must be made in good time. The experience in the recent years has not been encouraging in regard to these requirements. Land was acquired mostly under the 'Urgency Clause!; but the determination and the payment of the compensation claims suffered from undue delays and red tape. The compensation claims were determined on the basis of the market prices prevailing on 1-1-1948 or at the time of acquisition, whichever lower. This meant a gross injustice to the owners of the lands so acquired and inflicted upon them a capital loss which should, in all fairness, be charged to the sections of the population who were going to be benefitted by the particular Scheme or Project. Yes, the private landowners should not be allowed to boost up land values artificially simply because the proposal for the acquisition had come up. However, they must not be paid at rates lower than the current market prices. Similarly, the actual payment of compensation claims must be made soon after the possession of lands is taken; and the owners should not have to pay repeat visits at their cost to the Taluka Revenue Offices to get the amounts due to them. In no transaction of a private purchase of land does such a thing happen. For from it, there, an earnest money has to be paid in advance, and the balance has to be paid at least at the time of the execution of the sale deed,

Democracy does not mean that all tenets of social justice and equity should be thrown to the winds.

(E) MAINTENANCE OF LAW AND ORDER

The advent of democracy in the country brought with it the acceptance of certain fundamental principles of justice different from those that were followed during the years of subjugation. They include the following ones which are relevant for our purpose:--

(I) The judicial powers enjoyed by the executive officers needed separation from their executive powers as the revenue officers could at best be executive magistrates but never judicial magistrates.

(II) The police force in the district as an organisation for the maintenance of law and order should be under the control and command of the District Executive Magistrate, but for the trial of cases it should be responsible to the judicial Magistrates.

(III) The system of conferring magistrial powers honorarily upon non-officials should be discontinued.

The related developments in the Kheda District are discussed below in brief:--

(1) The Government passed two Acts, viz., the Bombay Separation of Judicial and Executive Functions Act, 1951, and the Bombay Separation of Judicial & Executive Functions (Supplementary) Act, 1954, as a major step forward in the process of the implementation of the above principles in supersession of the related sections of the Criminal Procedure Code, 1898. This separation was started in 1950, though legally it was given effect^{to} from 1-7-1953.

Formerly, the Residential First Class Magistrates functioning at the Taluka level were subordinated to the District Magistrate. They were in the Revenue Service so that their posts were interchangeable with those of the Mamlatdars. They exercised powers regarding all triable cases, except those reserved for the Sessions Court, as mentioned in Schedule II in the Criminal Procedure Code, 1898. The District Magistrate had the appellate and the revisionary powers over them and only certain cases were committed to the sessions.

The separation of powers resulted in the creation of five separate cadres of Judicial Magistrates, viz., Presidency Magistrate, Magistrate of the First Class, Magistrate of the Second Class, Magistrate of the Third Class and Special Judicial Magistrates under the District & Sessions Judge. Consequently, the posts of the Residential First Class Magistrates were converted into those of the Judicial Magistrates performing all the functions mentioned in the preceding paragraph. The latter became a part and parcel of the Judicial Department. It also created a new pattern of Executive Magistrates consisting of District Magistrate, Sub-Divisional Magistrates, Taluka Magistrates, Presidency Magistrates, specially empowered by the State Government, and Special Magistrates. All the other Executive Magistrates were subordinated to the District Magistrates. In short, the Executive Magistrate continued to enjoy restricted magisterial powers of the preventive and the policing nature.

The above bifurcation of the magisterial functions was supposed to provide for unadulterated justice in criminal side to the people and to protect them against the possible biased or vindictive doings of the revenue executives in charge of such judicial functions. It is difficult to say if, in practice, this aim was achieved as the revenue staff was transferred, at its option, to work as judicial magistrates and, obviously, they could not have changed their attitudes and approaches all of a sudden. Of course, in course of time, the advantageous impact of this positive step should be felt by the public.

(2) The District Magistrate's major responsibility is that of maintaining law and order in the District. He does this with the assistance of the District Police Force headed by the District Superintendent of Police, who works as Personal Assistant to him in this regard. It is expected that the Police -- whether in plain dress or in uniform -- has to keep a track on the anti-social elements, prevent any possible breach of peace and restore order when a disturbance occurs. It is also expected of them to protect the life and the property of the members of the public and to undertake the work of receiving complaints

Magistrate has reportedly increased during the post-Independence years owing to increased trade union activity, agrarian discontent and local disturbances arising out of local frictions.

The merger of the Indian Princely State areas with the old British Kaira District territory had the very beneficial effect in that the maintenance of law and order in the integrated territory became relatively easy. Formerly, as the areas were interspersed, a criminal who committed a crime in the jurisdiction of the British area could easily hoodwink the police by running away to the territories of the adjoining States and vice versa or by removing the 'Mudda mal' in the foreign areas. The process of extradition was complicated and time-consuming because of the existence of different jurisdictions of more than one Governments. The population, too, was victimised and intimidated by decoits, murderers and other mischievous elements. The unification of the areas made the task of maintaining law and order easy and increased the safety and protection of the people and the property.

It is a general complaint that the mercenary character of the Police has not changed in the last fourteen years of Independence. Their attitude towards the public has hardly undergone a material change and frequently they add to the difficulties of the people and create problems rather than solve them. Delaying tactics, the use of legal technicalities, coercion and intimidation, and even force were used by the police -- of course, without getting themselves involved -- for cooking up cases or winding them up without bringing the alleged criminals to books. Favouritism, bribery and corruption were reported to have been on the increase during all these years.

It has been the experience of the public that the members of the Police Force concentrated their energies and efforts mostly on the 'Bandobast' business on the occasion of the visits of the dignitaries of the Government to make a show of their efficiency and that they were very slack in discharging their normal other duties. It needs to be mentioned here that it is certainly unnecessary for a large troop of officers and policemen in the District to

programme everywhere, every time.

A much-debated issue has been that of the wide powers granted under the Preventive Detention Act, 1950, to the District Magistrate. They entitle him to detain any one any time without assigning any reasons for the detention and without any trial. If these powers are not used sparingly and in genuine cases, political democracy would stand stifled.

There were two opinions with regard to the work of the Police Patels in the villages. Some thought that, prior to 1947, a Police Patel wielded great power in his village as people were less enlightened about their rights, forced labour was common, exploitation of the occasion of a crime was rampant and the entire hierarchical chain was a party to all this. The others, however, believed that the Police Patels in the villages were not now taking stern steps for the prevention of crimes and against the criminals and doubtful characters.

The Police Patels on the other hand suffered -- in the case of local disputes -- from insults, abuses, etc., from one or both of the parties to the disputes. In some cases they had to face threats to their lives and properties. Moreover, they found it difficult to collect ^{reliable} ~~available~~ data and dependable evidences regarding the village crimes. People were not ready to act as 'Panch's and to sign the 'Panchnama's. At times, even after having signed a Panchnama, the witnesses turned hostile.

(3) It has been unfortunate that the anachronism of honorary magistrates has been established as a permanent feature of a democracy. Their appointments have used to be made on the recommendations of the District Magistrate.²² It was a general complaint that the political party in power influenced these decisions so that local pro-party leaders/workers got so appointed. The position of the honorary magistrate has remained more of prestige and dignity rather than of substantial magisterial powers. However, the system should be objectionable if it is used as a means of enticement or appeasement for strengthening the hold of a

22. There were 27 Honorary Magistrates in the District in 1963.

ruling party in society.

The District Magistrate had very wide powers in regard to the issue of licences, permits, passports, etc. and the exercise of control over the holders thereof. These powers were exercised by him mostly through the subordinates right upto the lowest rungs of the hierarchical ladder. Malpractices of all possible varieties were reported to be flourishing in regard to the consideration of the applications for the grant of licences, permits, etc., or for the onward transmission of papers for their disposal by the authorities concerned. Hurdles used to be created where technical loopholes could be found out or where the applicants wanted to circumvent the provisions of the Acts, the Rules or the orders. Even where cases were straight and the prescribed requirements were complied with, artificial objections were raised to force the payment of bribes. It would be no exaggeration to say that no permit or licence was issued or renewed or no papers got forwarded within a reasonable time unless something was offered or a pressure from influential quarters was brought. Cases of anticorruption rarely cropped up as people willy-nilly had unfortunately got adjusted to this way of behaviour to get things done and as, according to law, both the payer and the receiver were guilty.

Both the Second War and the immediate post-war period witnessed acute shortages of essential commodities, articles and materials including foodgrains, sugar, kerosene, textiles, matches, milk, 'mava', cattle, cattle-reeds and petrol. Various enactments were passed and administrative orders were issued from time to time by the Government in regard to price-control and rationing to ensure prevention of abnormal price-rises and equitable distribution of short supplies. This was essential for the maintainance of peace and for social justice.

The main features of the control policy, that was in existence in the former Bombay State upto December 1947, were as follows:--

- (1) Complete control on purchase, sale, distribution and movement of foodgrains throughout the State.

- (3) Imposition of a graded compulsory levy in the dry-crop areas.
- (4) Government monopoly of purchase in regard to the principal cereals.
- (5) Complete control over distribution by means of statutory rationing in the cities and small towns and informal rationing in the rural areas.
- (6) A ban on the movement of the principal cereals.
- (7) Enforcement of austerity measures to prevent wastage of foodstuffs.

From December 1947, important changes narrated below were effected by the Government:--

- (1) Complete lifting of the ban on the movement of foodgrains from place to place (within the State).
- (2) The trade in foodgrains was made free for all, subject to their obtaining a licence from the District Magistrate and submitting monthly returns of the stocks held by them.
- (3) Authority to the District Magistrate to freeze stocks in private hands, to requisition them, or to require any persons other than the licencees to send declaration of the stocks held by them.

Due to the rise in the prices of foodgrains again, gradual reintroduction of controls on foodgrains was started from 16th October 1948, and the old position was restored by the beginning of 1949.

A policy of gradual relaxation of controls on foodgrains was again implemented from 2-12-1952 on the following lines:--

- (1) Derationing in towns having a population between 10,000 and 20,000.
- (2) Introduction of a simplified system of rationing in towns having a population between 20,000 & 30,000.
- (3) Full statutory rationing in all cities & towns having a population of more than 30,000.
- (4) Removal of controls on the movement of millets, maize

- (5) Abolition of the levy system in respect of all grains.
- (6) Purchase of millets, maize and wheat, if offered by cultivators voluntarily.
- (7) Continuance of the monopoly system of procurement in respect of paddy and rice.

By 1954, a complete decontrol of foodgrains and other essential commodities had taken place. However, the Fair-Price Shops Scheme was started in 1957 and later the Bombay Essential Commodities and Cattle (Control) Act, 1958, and the Rice Mill Licensing Regulation Order, 1958, were brought into operation.

While the masses did benefit substantially on account of controls and rationing, the lack of proper understanding of regional/local requirements and problems, and of coherent and rational policies regarding the procurement, movement and distribution of the commodities, frequently gave rise to public dissatisfaction. This also created opportunities for blackmarketing and profiteering because of artificial shortage and bottlenecks. Malpractices of a variety of types were followed by Government employees, from the bottom to the top, engaged in the work pertaining to these controls and rationing. Mixture of sand, dust, 'kankri', etc. was undertaken on a large scale, wherever possible, by unscrupulous persons in the administration. Underweighing, fictitious sales, ghost ration cards, hushing up of cases instituted when raids on premises brought out illegally concealed stocks of controlled commodities, favouritism and corruption in the issue of permits, licences and other authorisations, etc. were common. The task was stupendous and, in course of time, a lucrative unofficial parallel government in this field of operation established itself on a firm footing, with its tentacles spread far and wide. Therefore, the benefits which should have occurred to the people at large, and to the poorest sections of the population in particular, were available to them only partially. The supply work has been criticised also in regard to the discriminatory treatment that was almost always meted out to the rural population vis-a-vis the urban population. All the above developments were responsible for the widespread discontent in the District during the continuance of controls

sections of society whose vested interest suffered whenever their manoeuvres to black-market and profiteer could not succeed. However, the scheme of Fair-Price Shops which has continued to be operated from 1957 has been a boon to the low-income group people concerned.

(F) SOCIAL REFORM

(i) Prohibition

The policy of prohibition was initiated by the popular Government just prior to its going out of office in 1939. No action was taken in this regard till 1946, when the Congress again assumed power and decided to undertake and enforce a policy of total prohibition in the whole of the Province of Bombay on the basis of a four year plan to be started from April 1947. In 1939 as well as in 1947 certain amendments were made in the provisions of the Bombay Abkari Act, 1878. But these changes were suitable only for the transitional period. In order to enforce the policy of total prohibition effectually, it was considered necessary to overhaul the law relating to intoxicating drugs and narcotics and to embody it in one legislative enactment, viz., The Bombay Prohibition Act, 1949. This Act repealed the Bombay Abkari Act, 1878, the Opium Act of 1878 in its application to Bombay Province, and the Bombay Molasses Act, 1947, whose objects were to regulate Government revenue derived from these excisable articles. This Act was brought in force on 16-6-1949 and total prohibition was introduced in Bombay State on 6-4-1950.

In a nut-shell, the Act aimed at (i) the prohibition of the manufacture, the possession, the consumption, the transport, the import, or the use in any other way, of liquor, intoxicating drugs, opium, hemp, drugs, denatured spirit, 'charas', etc. except under a licence or permit from a competent authority, and (ii) the prohibition of the soliciting the use of these excisable articles or publication of advertisements relating to them, except for medicinal and toilet preparations.

The Act was administered by the Collector under the general supervision, guidance and control of the Director of Prohibition. A special Prohibition staff assisted him in the work. Also, the District Development Board appointed

in respect of its Prohibition Policy. The Vice-Chairman of the District Development Board worked as the Chairman, and the District Inspector of Prohibition and Excise as the Secretary, of this Sub-Committee.

The Vice of drinking had penetrated far and wide, both in the urban and the rural areas. The lower stratas of society including factory workers, menials, depressed classes, landless labourers and such other people had been particularly affected by it. Ignorance, illiteracy, customs & traditions, false values of life, excessive fatigue and exhaustion -- all were responsible for this vice. Much of an individual's daily/monthly earnings was frittered away on drinking. The vice gave rise to the spread of other vices like gambling, debauchery, etc., Large scale borrowings at exorbitant rates of interest had to be resorted to by the drunkard who was converted into a virtual slave of the Pathans, Jobbers and other moneylenders. The family life was completely ruined and quarrels, fights, thefts, pick-pocketing and other crimes ensued. The destitution of the drunkard had its ill-effects on his family from generation to generation. The Congress was, under the influence of Gandhiji, long wedded to the removal of the evil. This Act sought to be a remedial measure. However, it started off a chain of unfortunate developments as follows:--

(a) It was marked by severe opposition from two classes of people: (i) The former excise contractors belonging mainly to the Parsi and the Jayaswal communities -- which were influential, rich and vocal -- lost their business permanently. Therefore, they started a crusade and employed all methods to make prohibition a failure. (ii) The drunkards considered this to be an encroachment on their birth-right and, either because of vehemence or because of the force of habit as addicts, they opposed the implementation of the Act.

(b) The drunkards tried to tap alternative sources of supply for satisfying their habits. (i) In the beginning, the stocks concealed from Government were available at black-market rates. (ii) Similarly, where dry areas were interspersed with areas not affected by Prohibition, or

former areas used to visit the nearest liquor shops or made arrangements to get liquor on the borders. (iii) Secret home-brewing of 'Deshi' liquors from 'Mahuda' flowers, Gur, etc. began to take place in defiance of this Act. This source provided country liquor to the drunkards, particularly in the jungle areas and in the scattered huts in the fields. (iv) The urban population, at first, and the rural population, later, took to the use of tinctures and spirituous preparations containing as high a percentage of alcohol as possible as substitutes for the prohibited drinks. A lucrative high-price market developed for these products which were formerly used for genuine medicinal purposes. As the Government tried to make the controls strict, the defiant addicts busied themselves in finding other substitutes legally obtainable in the market. A stage came when they procured and consumed even the preparations like the French Polish. Such substitutes were very harmful to their health. Also, bootlegging flourished on a large scale.

(c) The Prohibition Enforcement Staff was too meagre to be able to enforce prohibition effectively. Not infrequently, their raids proved to be misfired adventures. Many times they received false information, the illicit distillers were organised in groups ready to face any eventuality; and the raiders were too small in number for them, or had to combat with them, yield to their pressure and set them free. Or, they found it impossible to get 'Panch's -- or even after 'Panchnama's were prepared, their signatories would prove undependable at the time of trials -- and in most of the cases it was difficult to prove the charges and get the offenders convicted by the Courts. Theoretically it might be considered to be an absurdity but, in practice, many of the lower-cadre employees like the Police Constables in the Police and the Prohibition Departments -- and even some of the officers -- themselves were reported to be addicts to drinking. In these circumstances, they were not able to resist the temptation of accepting a drink offered to them by the bootleggers and illicit brewers.

(d) A stage seems, unfortunately, now to have been reached when the decentralised industry of illicit brewing and distilling of country liquors has got stabilised in the

organisation or/and its unofficial active support to it have reportedly played a vital role in this process. The policy of Prohibition could not, thus, achieve the regeneration of the down-trodden masses. It has come to be severely criticised because of the unworthy developments.

The cost of Prohibition has been heavy to the Government. On the expenditure side, in the beginning, it had to find funds for the loans which had to be granted, under the Prohibition Affected Persons Loans Rules, 1952, for the rehabilitation of the excise contractors thrown out of business. Secondly, it had to bear the burden of maintaining the Prohibition Staff. On the income side, it suffered from a permanent loss of revenue from the important source of auctioning the liquor-shops. It has had, in consequence, to provide for increased taxation from other sources in the Budget. This policy created further opposition from the tax-payers in general.

In short, drinking continued to flourish illegally and secretly and this has been at the cost of all -- the Government, the public at large, the former excise contractors and their employees, the drunkards, and even the women suffering from the immediate pangs of delivery.²³ The beneficiaries have been the new class of boot-leggers, the illicit liquor-producers and the corrupt Government servants, and the old drunkards who could leave their habit of drinking completely.

We do not think that it is too late to suggest even now that a better alternative Prohibition Policy could have been in (i) steadily reducing the percentage of alcohol in the liquors allowed to be sold by the liquor-contractors and other dealers, (ii) raising the prices simultaneously by imposing progressively rising excise duties, (iii) creating a net-work of more vigilant inspectorial staff for both the urban and the rural areas, and (iv) utilising the increased revenue income for meeting the additional expenditure for (iii) above and for the spread of the Temperance Movement more constructively among the entire population, to achieve sound and permanent results.

(ii) Jails

The concept of the treatment of prisoners was supposed to have undergone a basic change after Independence. The prisoners were to be treated more humanely. The composition of the Boards of Visitors was changed to include non-officials so as to make it function in the interests of the prisoners. As an illustration, three non-officials consisting of two M.L.A.s and one female member nominated by the Government were working on the Board of Visitors of the District Sub-Jail, Nadiad, in 1961. However, this cannot be said to have improved the conditions of the prisoners as the Board met once in three months. Also, it worked only in an advisory capacity.

In the Taluka sub-jails, the conditions of the prisoners were not satisfactory. One Junior Clerk in the office of the Mamlatdar was working as a Jailor and had to shoulder all the duties and the responsibilities regarding the prisoners for all the twenty-four hours. This was in addition to his duties as the clerk in the Mamlatdar's office. And, it was only when there were more than 5 prisoners in the jail that he received Rs.5/- as additional stipend for this extra work. The poor efficiency and sincerity with which such a Junior Clerk would look after the interests of the prisoners is understandable.

Despite the above, as compared to the conditions of the prisoners in the pre-independence periods, those of their counterparts in recent years have certainly improved in that the frequent beating up and other torture to which the former were subjected, has been brought to an end. Similarly, the wilful serving of cement, 'kankari', dust, earth, slow poison, etc. in food to the prisoners has stopped. Leave on parole, programme of entertainment, games, sports, etc. have been provided to a greater extent than ever before with the aim of making the miserable existence of the prisoners as happy as possible and of creating an atmosphere for their reformation.

(G) DEVELOPMENT

Political freedom, to the masses, would be meaningless unless it was to result in economic and social emancipation. Development activities in various spheres of human endeavour

The termination of the Second World War had already witnessed the beginning of the implementation of a number of Post-War Reconstruction and Development Schemes. While the work done was mostly haphazard and top-sided, it did provide a background against which the Government prepared the First Five Year Plan for an all-round economic advancement of the country. The Community Development Projects and the National Extension Service Scheme were inaugurated on 2nd October 1952 in all the States in the country, as an integral part of the Plan. The main aims of the above programmes have been to bring about a change in the mental outlook of the people, and to instil in them an ambition for higher standards of life and the determination to work for such standards to arouse enthusiasm in them for new knowledge and new ways of life and fill them with the ambition and the will to lead a better life, to take steps to develop local leadership and organise local bodies and associations -- Gram Panchayats, Co-operative Societies, 'Yuvak Mandal's, 'Mahila Mandal's, Farmers' Unions, Village Development Mandals, etc. -- which would play an active role in the planning, the co-ordination and the successful implementation of the programmes, to spread good habits and size up new attitudes leading towards a fuller and a richer life for the vast masses of the rural folks, and to bring about the emotional integration -- the real unity -- among the village people. The basic principles have been: (a) The motive force for improvement should come from the people themselves. The vast unutilised energy lying dormant in the countryside should be harnessed for constructive work, every family devoting its time not only in carrying out its own programme but also for the benefit of the community. (b) The co-operative principle should be applied in its infinitely varying forms, for solving all problems of rural life.

The Collector's major job in connection with development was that of the implementation of the Community Development and the NES Programme with a view to achieve the above objectives, with the assistance of the specialised Block staff.

The Programmes were introduced in Kheda District stage by stage as per the particulars given below:--

(1) Nadiad Block: The NES Scheme was first introduced on

2-10-53. It was converted into the 1st stage of CD Project on 1-6-55 and its 2nd stage on 1-6-58. On 31-12-61, there were $2\frac{1}{2}$ units.

(2) Mahemadavad Block: The NES Scheme introduced on 2-10-53. On 31-12-61, there were $1\frac{1}{2}$ units.

(3) Kapadwanj Block: The NES Scheme was introduced on 2-10-53. On 31-12-61, there were $2\frac{1}{4}$ units.

(4) Vadasinor Block: The 1st stage of CD Project was introduced on 2-10-54 and its 2nd stage on 1-10-60. On 31-12-61 there was 1 unit.

(5) Anand Block: The 1st stage of CD Project was introduced on 1-4-58. On 31-12-61, there were $2\frac{3}{4}$ units.

(6) Khambhat Block: The Pre-Extension Service Scheme was introduced on 1-4-59. It was converted into the 1st stage of CD Project on 2-10-60. On 31-12-61, there were $1\frac{1}{2}$ units.

(7) Matar Block: The Pre-Extension Service Scheme was introduced on 2-10-59. On 31-12-61, there was 1 unit.

(8) Borsad Block: The Pre-Extension Service Scheme was introduced on 1-4-60. On 31-12-61, there were $3\frac{1}{2}$ units.

(9) Petlad Block: The Pre-Extension Service Scheme was introduced on 1-5-60. On 31-12-61, there were 3 units.

(10) Thasra Block: The Pre-Extension Service Scheme was introduced on 2-10-60. On 31-12-61, there were $1\frac{3}{4}$ units.

An attempt has been made in the adjoining Table to consolidate the available figures in regard to the progress made in the different blocks in the District, upto the end of the Second Five Year Plan.

The Table provides an unsatisfactory picture of the progress made. It appears for certain that the work has not yielded fruit as was expected. The major objective of improving progressively the standard of living of the people by various programmes executed through people's active co-operation and through their initiative has still remained an ideal.

(I) Causes of slow progress and the limited achievements:

(i) The success of any plan or scheme depends on the efficiency, the sincerity and the honesty of the

essential qualities. There was a paucity of trained workers. From the beginning (i.e. 1953) to 1-4-1958, the Mamlatdars were also made to function as Block Development Officers for their respective Talukas and could not, therefore, pay proper attention to this work.

At the circle level, till 1-4-58, the Circle Inspectors were made to function also as Gram Sevaks. Similarly, the Talatis, the Patels and the Vartanias had to attend to the extra duties pertaining to this work at the village level. Thus, in effect, for 5 to 6 years, persons who were not specially suited -- either by their educational background or by their training & experience -- for the work were required to attend to it. Even after the posts of the District Project Officer, the Block Development Officers and the Gram Sevaks were created, at the District and the Prant levels, the respective Revenue Heads continued to work as the hierarchical links. In these circumstances, the efficiency of the programmes-execution remained at a low level. Actually, young and energetic persons with educational training in Applied Economics, Rural Finance, Village Industries and Commerce must be entrusted with this work if it is to be performed efficiently, speedily and with the right type of approach, attitudes, initiative, interest and enthusiasm.

It was found that, in 1961, the number of Village Panchayats varied considerably as between different Talukas. The following frequency distribution of the Village Panchayats shows that the smallest number of 48 was in Matar Taluka, while in Kapadwanj Taluka the number was as high as 118. There was, however, only one Extension Officer in each block to look after the Village Panchayats work so that unequal work-loads affected efficiency accordingly.

T A B L E

No. of Gram Panchayats	No. of Talukas
55-60	3
61-75	-
76-80	3
81-85	1

TABLE - 24

BLOCK	ACHIEVEMENT IN THE FIELD OF																										
	Agricultural and Allied Fields															Education				Rural Health			Rural Housing				
	Seed	Manure	Agriculture Implements	New construction Wells	Repairs	Irrigation in acres	Spray of antiseptic medicine (LBS)	Loans to agriculturists	Bunding in acres	Digging of pits for manures	Experiments for improvement in methods of cultivation	Inoculation	Other medical aid	Construction of school building	Adult education to persons	Starting and/or conversion of ordinary school in 'Buniyadi' School	Coop. societies	Membership	Construction of Water Works	Primary Health Centres	Additional Health Centres	Family Planning Centres	Dispensaries	Table Dispensaries	Amount of loan sanctioned Rs.	No. of tenements constructed.	
	B.Ms.No.	B.Ms.No.	No.	No.	No.	No.	Rs. (LBS)	Rs.	No.	No.	No.	No.	No.	No.	No.	No.	No.	Increase in the No. of		No.	No.	No.	No.	No.	Rs.	No.	
Nedad	22977	235940	1070	71	148	10789	102214	1572247	-	-	-	19800	63600	105	2350	48	52	7846	35	2	6	3	4	31	17846	-	
Mahamadabad	50483	153060	1089	18	67	700	2400	125632	-	-	-	-	-	51	-	26	-	-	-	-	-	-	-	-	-	-	-
						per year																					
Kapadvanj	17608	-	-	333	-	-	34069	-	-	13138	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Vadasinor	13870	54615	-	-	-	2659	4953	-	1757	-	-	12965	18232	60	-	15	-	-	-	-	-	-	-	-	-	-	-
Amard	16147	324330	318	-	-	-	23519	-	-	-	18 centres were functioning	31158	-	-	-	-	49	16724	16	3	-	-	-	-	-	-	-
Khambhat	12192	150	-	13	13	-	3253	-	2183	-	-	-	-	-	-	-	28	-	-	-	-	-	-	-	-	-	-
Matar	3820	-	-	-	-	-	-	-	-	-	216	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Borsad	664	3264	181	-	-	-	4491	-	-	-	50	-	-	-	-	-	12	-	-	-	-	-	-	-	-	-	-
Dehad	4081	13685	-	-	-	-	-	-	-	460	91	-	-	-	-	-	7	-	-	-	-	-	-	-	-	-	-
Pharsa	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

24. The figures have been taken from "Pragatine Panthe - Kheda Jilla", Published by the Director of Information, Gujarat State, on 1-8-1961.

- (ii) The Gram Sevaks who were insincere whiled away their time and made false entries in their diaries. Most of the people considered them to be a dead burden on society. Some of the Gram Sevaks themselves went on criticising the Government that their salaries were low and that they were merely cogs in the administrative machine.

The conscientious Gram Sevaks complained of a variety of difficulties they had to face in the discharge of their duties: (a) Shortage of godowns was experienced by some for the storage of manures, seeds, etc., which they were required to distribute among the villages. (b) No peon or hamal was attached to a Gram Sevak, though, according to Government orders, the Talati was required to spare the services of a Ravanaia for him as and when needed by him; in practice this rarely happened. (c) There was no cup-board or any such equipment provided to the Gram Sevak for keeping the official records, which he had, therefore, to keep at his residence. (d) The Gram Sevaks suffered from the non-availability/paucity of apparatuses like sprayers or insecticides/pesticides for crop pests and diseases. (e) The agricultural implements had to be kept by them at some one's place by private arrangements as no rent for premises to be hired to store them was admissible. (f) They were required to carry the demonstration equipments themselves wherever demonstrations were arranged as neither a hamal nor any cooli charges were provided. They were also not paid any travelling allowance or daily allowance for the demonstration work. Hence, they were generally averse to holding any demonstrations. This was a 'penny wise and pound foolish' policy on the part of the administration. (g) No travelling allowance or daily allowance was granted to them for touring undertaken by them in the villages under their charges. (h) Shortage of housing accommodation was a serious problem for them. Rents in the villages were many a time as high as the urban rents. (i) Because of the wide areas of their jurisdiction, they were not quite known to many villagers. (j) Untouchability was still found to be a great hurdle

in their work -- especially if they were Harijans.

- (iii) (a) The Government planned a number of schemes for the good of the people. However, the misdeeds of the intermediate officers invited criticism against it. (b) The Block Officers boasted of big things and raised false hopes, which rebounded and created an apathy or antipathy of people towards the development work. (c) The cultivators, when they did not receive satisfactory benefits of the Government schemes according to their expectations, (e.g. non-availability of fertilisers, seeds, etc.), became discouraged and lost confidence in the Gram Sevaks. (d) Needy persons could not get corrugated iron sheets, cement, iron bars, etc. when stocks arrived in the village as ghost permits were issued or material was given to influential people or at black market rates by special arrangements.
- (iv) (a) The farmers and rural folks were conservative and extremely slow in accepting new ideas. (b) Gram Sevaks found it difficult to conduct adult classes, make people use quality seeds, and convene public meetings if and when officers arrived in the villages to address the people. (c) The development work was greatly impeded because of groupism, party politics, etc. on account of personal factors. (d) People did not extend their cooperation in popular contribution and the Gram Sevaks had to move from house to house.
- (v) The propaganda machinery was defective. Whenever such great schemes, which require a complete change in the outlook of the masses, are to be implemented, propaganda has not only to be vigorous but must be thoroughly convincing. The Block Officers, the members of the Block Advisory Committee, the Gram Sevaks and other workers must make detailed and specific studies of basic, factual data and all related aspects so that when they handle people either in public meetings or during personal discussions, no effort is wasted and the people go away convinced and enthused, and they become active participants in the programmes. At least, the people must be informed of the duties and acquainted with the functions of the Block Staff.

(II) Adverse effects that emerged from the development activities:

(i) Many people with meagre land holdings lost them in their compulsory acquisition for the construction of canals and roads. They lost their livelihood. In many cases, compensation amounts were not received for a long time. (ii) Construction of canals and roads resulted in wastages of pieces of lands now cut off from the main pieces with no approach roads. (iii) Agricultural production suffered on account of fragmentation and border pieces lying uncultivated as a result of construction of canals and roads. (iv) The number of over-bridges was not sufficient to cross the canals. (v) The worst part of the show was that the officers kept themselves interested in the expenditure-target in relation to the budgeted figures rather than in the quality and the relative importance of a particular project to the people concerned. At the time of the year-ending in March, there was an abnormal rush of spending as much as possible from the available balances with the result that (a) the work was somehow or other completed in a hurry and its quality suffered, and (b) the scrutiny of the work and bills used to be made in a hurry with the consequence that less work was done for every rupee spent from the tax payer's money.

The above limitations of the implementation of the programmes must not be misconstrued as the people not appreciating the worth of good work, wherever it was done. The Gram Sevaks in some villages were useful in providing information and technical advice regarding the control of diseases and pests, better farming methods, good seeds, manures and fertilisers, cottage industries, etc., and in obtaining tagavi and other loans and improved seeds, fertilisers, etc.. Mahila Mandals, Yuvak Mandals, Village Protection Groups, Social Welfare Centres, Tailoring Classes for Women, etc. were started and youths in the concerned villages, in particular, were influenced to a limited extent positively by the blowing wind of rural regeneration. The village people, unlike in the past, were able to come in direct contact with different Government Officers when they visited the villages and the former could offer constructive suggestions with regard to the priorities to be given to the

schemes, the selection of sites and the enlistment of public support.

Before we conclude, it needs to be emphasised that the work in regard to the NRS Schemes and the CD Projects during the first nine years of their introduction in the District has not been able to prepare even the ground for the high aim which had been set to be achieved by these Programmes. Material help rendered by Government to the rural population was never set as the goal of this revolutionary philosophy of community development. It was to be the means of achieving the end where the people in the villages became enthusiastic to create positive conditions, by their own efforts, of a life worth living -- economically, emotionally, culturally and socially. The monetary help and the Block Development staff were to be the initiators, who helped the villagers in putting their shoulders to the wheel of progress and put an end to their age-old lethargy, inertia and miserable existence. It was the people who had to take over the movement from the officials for a self-propulsion after the initial start was made with the latter's active assistance. Participation of people had to be only the first stage. Unfortunately, the 'take off' stage had yet not been reached, where the average villager had gained confidence in him and his work, where his life was happier than before, where his credit-worthiness had increased, where his work benefitted not only him but the community at large, and where this new attitude had not been a passing phase but an established way of life with him.

Small Savings

The work of tapping the bits of savings in the hands of the community was concentrated upon by the Government during the post-Independence years, particularly since the commencement of the First Five Year Plan. Its efforts are indeed most laudable. To the extent people invested their savings under the small saving schemes, when they would not have done so in their absence, there has been a definite gain both to the Nation and to them. However, an overdoing in this fields has, of late, been inviting much criticism. The rates of interest hardly compare favourably, with the returns available from other channels of investment. If, therefore, the pressure-propaganda diverts funds from

savings, it is an uneconomic move. This point has gained significance recently as the District Revenue Administration has started resorting to forced salesmanship in this sphere. The Government set annual targets to be reached for the collection of Small Savings in every district. These targets were rarely fixed on any scientific basis with the result that many times it was almost impossible for the Collectors to achieve them.²⁵ Hence, the revenue staff from the village Talatis upwards tried to compel people to invest more and more funds in the Small Savings Schemes. It was not the genuine small savers only whose small savings were thus channeled to productive investment. The middle class and rich persons, who were capable of earning higher returns on their available savings and who themselves needed additional borrowed capital for their own business, were made to invest large funds under undue pressure from the revenue authorities. It was the problem of their loss of income. A very tricky technique was, therefore, developed by the intelligent revenue officials, who advised their "clients" orally in the last week of March, to inflate the Small Savings "Investment" Balances by making transfers of some of their funds from their bank accounts, on an abnormally temporary basis of three or four days -- a week, at the most -- around 31st March. This was done as the figures of the balances as on 31st March were being considered for the purpose of the targets-achievement. It became extraordinarily cunning and ridiculous when people made such accommodative 'investment' from out of funds borrowed by them from other financial agencies like the commercial or co-operative banks! This approach amounts to a dis-service to the cause of Plan-execution. The Government is hoodwinked by its own administrative machinery. A false picture is presented about the actual and the potential small savings capacity of the masses. And, in terms of the relations of the revenue administration, with the public, too, seriously objectionable practices have begun to develop: (i) The temporary investors influence the revenue administration

25. For example, as against the target of Rs.1,40,00,000 for Kheda District set for 1961-62, the realisation amounted to Rs.1,11,45,644 only, in spite of frantic efforts by all to reach the goal.

in this manner for obtaining personal gains in future. They claim them in exchange of the loss of interest and the inconvenience they have to suffer from such accommodative provision of funds. (ii) If someone refuses to give response to the undue pressure, he is risking harassment by the administration when occasions arise in future. In other words, such tactics degenerate into a queer form of corruption developed for the misconceived good of the organisation at the cost of just and equitable treatment to the public.

(H) POLITICAL REFORM

(i) Census Operations

The first decennial Census was conducted in 1881. Since then Censuses have been taken regularly every ten years. More and more data were sought to be collected from each subsequent Census. After Independence a special importance came to be attached to the census operations and their results. Before 1947, the taking of the census was only a temporary arrangement and all operations had to be completed within three years. A permanent organisation of the office of the Register General and Census Commissioner was created by the Census Act of 1946. A Register of Nationality was introduced for the first time in the 1951-Census. This Census had acquired added importance as it was held on the eve of the First Five Year Plan. It made many important and wholesome departures from tradition. Thus, apart from collecting the usual statistical data, detailed information on economic characteristics of the population together with material relating to 'Special Groups' of communities and certain other material relating to Backward Classes was collected. Maximum attention was paid to the collection of economic data. An important change in the conduct of the Census of 1961 was its division into two stages -- first, of enumeration round, and the second of the revisional round.

All the above data proved useful as the starting point of more detailed studies of the inter-relationships of population changes and economic changes in the Country and the smaller areas. They were to serve as a basis not only for electoral changes and divisions but also for far-reaching political and economic changes.

A reference must be made to the system of remunerating the enumerators. Till 1951, the work of enumeration and checking was being done by the Talatis and the Primary School Teachers under the direction and the control of the Revenue and the Municipal authorities. This virtually amounted to forced labour. The practice of payment to the enumerators, started in the 1961-Census, is a beginning made in the right direction. The goal must, however, be to remunerate them adequately.

(ii) Elections

Elections, both to the Parliament and to the State Legislature, were held thrice -- in 1951, in 1956 and in January 1962 -- on an adult-franchise basis as provided for in the Constitution. In the last elections, from this District, 2 candidates were returned elected to the Parliament and ¹⁴ ~~12~~ to the Gujarat State Legislature. The citizens here have begun to take lively/active interest in political affairs. This time, more than ever before, the voters in the District appeared to have been enlightened. Unfortunately, as elsewhere in India, the voting reportedly was not free from some of the evils of communalism, casteism, groupism, individual and/or group-corruption, undue influence, coercion, etc.. Also, people were found to be suffering from a sort of fear-complex so that most of them did not venture to express their free and frank opinions, especially when it came to disapproving/criticising the Government policies and actions. A sullen disregard or 'much-can-be-said-on-both-the-sides' behaviour like that of Addison's famous character Sir Roger de Coverly has come to stay. This is certainly a retrograde development as, if any democracy is to succeed, the people must not only be capable of understanding problems and situations and of forming their own rational opinions about them, but also be fearless and candid in expressing them and spreading them. The grant of adult franchise to the large mass of people without this background training has been the greatest single contributing factor to many evils, the incidence of which would have been much less had the scope of adult suffrage been widened slowly but steadily. Misguiding of voters is always more difficult, if not impossible, when they are enlightened and when they know where their interests and those of the nation lie.

Insofar as the election organisation is concerned, the experiences of the past elections have been taken into consideration by the authorities for effecting necessary improvements to safeguard the sanctity of elections and to reduce the scope of tampering with the Ballot Papers and the Ballot Boxes and of other possible manipulations by unscrupulous contestants, their supporters and the officials engaged in the conduct of elections.

The promptness and efficiency with which the District administrative machinery has organised and conducted the elections in the past were appreciated by the people, who suggested that this ought to be the standards of performance of the revenue staff in regard to their other functions. It needs to be added here, however, that the counter-checks like internal audit enforced by the agents and supporters of the candidates inter se and over the Government machinery, along with the stream-lined schedules planned by the Election Commissioner, played a significant role in this regard.

Another issue to which a reference must be made is that the huge task of the quinquennial elections is being completed with forced co-operation from semi-government and non-official institutions, with the result that much heart-burning remains as their bad legacy. Apart from the need to pay adequate remuneration, co-operation must be secured voluntarily by effective persuasion. Particularly, it is absolutely essential that the Revenue Officials must improve their manners and behaviour which -- it is the experience of many -- is rude and of a bossing character towards the non-official workers co-operating in the conduct of elections.

(iii) Local Self-government

Pre-Independence Conditions

The origin of the Local Self-Governing Institutions can be traced back to the situation which the British Government had to face decades back in India. It had to control a vast territory with the help of a handful of British Civilians. Sea transport was difficult, dangerous and time-consuming. Air transport had not at all developed. Great Britain was situated hundreds of miles away from India. People who could not find themselves gainfully employed in

to be enticed away to India by means of special incentives. These factors were responsible for the restricted supply of able Englishmen to work as executives in the administration here. Thus, the available number had to be utilised for manning the key-posts. These civilians, in turn, acted as nuclei for the clusters consisting of powerful local leaders, rich people and other persons, who were won over to act as yes-men in exchange of crumbs thrown to them by the Government. The latter, with their kith and kin, served as a net-work through which the British Government could exercise its authority and influence in normal as well as abnormal times. This was the approach at the top. At the bottom, it pursued a triangular policy. On one side, it tried to take action against the out-laws and the other law-breakers so that the common man was satisfied that efforts were made by the government to offer him protection and to maintain peace and tranquillity. On the other side, it normally avoided introducing any reform which would make it clash with the people. Far from it, its counterpart -- the missionaries -- tried to raise a new class of Indians, who would owe their allegiance to Christianity and thereby to the Rulers, by the process of proselytisation of the down-trodden masses who, for ages, had suffered from the pangs of untouchability, ignorance, poverty and squalor. On the third side, it tried to pacify the rising tide of nationalism among the enlightened Indians by an ingenious device, viz., that of Local Self Government, which, in effect, was also beneficial in other ways. It could satisfy the public by providing them with certain common amenities, without inviting from them the opposition that almost always accompanies the levy of higher rates of -- or additional -- taxes; for, it were the representatives of the local population, who were to decide as to what local rates and taxes should be levied. And, it safeguarded its interests by limiting the choice of the Local Bodies to the prescribed fields of taxation only, so that the sources of revenue of the Government remained unaffected.

This process could be considered as having been started by Lord Rippon in 1882 and it took a number of decades to take proper shape in terms of various pieces of legislation passed or amended from time to time. The

Bombay Village Panchayats Act, 1933, as amended up to the time, was in operation when we became independent. The first Village Panchayats Act was passed in 1920. But the Panchayats established under it were merely a pale shadow of the glorious institutions that flourished in the villages in the earliest times. They were not fully representative, their powers were limited, and their finances were meagre and fluctuating, and there was no provision for regular and substantial aid from Government. Under the Act of 1920, Panchayats were set up only in selected villages, and over considerable areas they were altogether unknown. In 1933, another Act was passed. The short-lived popular Ministry amended it in 1939 but it was of no practical avail till 1946, when another popular Ministry came to power. The Village Panchayats were supposed to perform functions as detailed out in Appendix X, subject to the availability of funds and the general control of the District Local Board. The long list of functions create an impression that the village people must have been receiving the benefits of the great variety of services and amenities as a result of the functioning of their Village Panchayats. It was not so. There were only about 75 Panchayats constituted under the Act in the former British Kaira District in which there were more than 600 villages. Also, though the Panchayats were empowered to raise funds to meet their expenses by levying rates and taxes as were prescribed in the Act,²⁶ most of them levied as few taxes -- and at as low rates -- as possible and they had a miserly existence. The benefits that normally accrued to the villagers were limited to the provision of the services of one or two 'Bhangis' who were supposed to perform all the miscellaneous functions pertaining to village sanitation. In a few Panchayats with relatively larger financial resources, sparse street lighting, occasional cleaning of the village-wells supplying drinking water, etc. were provided.

The first Local Boards Act was passed in 1884. It had restricted the number of elected members to 50% of the total and the Collector acted as its ex-officio Chairman.

26. e.g., house tax, pilgrim tax, taxes on fares and festivals, taxes on sales of goods, octroi, taxes on marriages, adoptions and feasts.

Another Act was passed in 1923, which granted franchise to the adult cess-payers for election to the local bodies and provided for an elected Chairman. This Act was in operation at the time of Independence. The Local Boards were entrusted with the functions pertaining to the making of adequate provision for the areas under their jurisdiction in regard to the matters enumerated in Appendix XI so far as the local fund at their disposal allowed it. The cess levied on the land revenue was the only major source of income of the Local Board in the former British Kaira District.

There were 8 municipalities in the District of which the one of Nadiad was a borough municipality governed under the Bombay Municipal Boroughs Act, 1925, and the remaining 7 were governed by the Bombay District Municipal Act, 1901.

The important obligatory functions of these municipalities were to make a reasonable provision for the matters as described in Appendix XII within the respective municipal limits and the available finances.

It may be said, in general, that the people in the towns were benefitted to a greater extent in relation to the rural population as a result of the functioning of the municipalities because the revenues collected by them were larger owing to the relatively higher tax-paying capacities of the urban population.

Post-1947 Conditions

(a) Village Panchayats

Brisk steps were taken soon after Independence to make the Village Panchayats a more useful instrument of Local Self-Government. The Amendment Act of 1947 was a major step forward. Thereafter, 20 more amendments were made to the existing Act. In 1958, an entirely new Act, viz., the Bombay Village Panchayats Act, was passed.

The major changes brought about by the amendments prior to the 1958-Act related to making the constitution of Panchayats more specific and democratic, adding to the list of their obligatory and discretionary functions, providing for the appointment of full-time secretaries by and under the exclusive control of the respective Gram Panchayats, substituting the terms 'Village Bench' ^{ex 'Bench'} by the term

'Nyaya Panchayat' to give it a popular turn and widening the scope of the powers of the Nyaya Panchayats and making the powers of the Panchayats to levy taxes more specific and widening their range to enable them to collect more revenues to undertake a greater number of activities for the common good of the people.

The effect of the above was that universal adult franchise was granted to the rural population in regard to the panchayat elections, a wider representation was given on the basis of population, reservation of seats on communal basis was abolished -- though the interests of women and Scheduled Castes and Scheduled Tribes were safeguarded, detailed procedures were laid down with regard to the election organisation, more activities were brought within their purview.

The above details would present an incomplete picture if a reference is not made to the changes that occurred in the areas of the merged territories of the former native States. The Baroda State was a progressive state which had taken a pioneering step of legislating 'Gram Panchayat Nibandh' as early as in 1930. The 'Sthanik Panchayat Nibandh' was, in 1934, made applicable to the whole State except the Baroda City. The impact of these steps was that every village or every group of hamlets had a Gram Panchayat by 1947. By the time of the merger, in 1949, new 'Gram Panchayat Nibandha' and 'Prant Panchayat Nibandha' were enacted, under which the Panchayats were to be paid 10% of the land revenues of the respective villages. The population of the former Baroda State areas merged with the old British Kaira District was comparatively far ahead in regard to the benefits it derived from the activities of the Panchayats. In the remaining former native State areas, except a few Gram Panchayats in the Old Cambay State, no village reportedly had any panchayat.

The Bombay Village Panchayats Act, 1958, was a repealing Act. It provided for fundamental changes in regard to the constitution and functioning of the Village Panchayats. The distinctive ones were the following:--

- (i) A Panchayat was to be established in every village.

- (ii) The concept of a general body named the Gram Sabha was introduced for the first time. All voters in a village constituted it. As a meeting of the Gram Sabha was considered to be the best medium for ascertaining the wishes of the villagers on all questions affecting them, the Panchayat was required to place before the Gram Sabha: (a) the annual statement of accounts, (b) the report on the administration of the preceding financial year, (c) the development and other programme of work proposed to be done, and (d) the last Audit Note and replies (if any) made thereto. Moreover, the Gram Sabha could discuss the matters placed before it and the Panchayat was required to consider its suggestions.
- (iii) In every Panchayat, two seats were reserved for women and the numbers of seats for the members of Scheduled Caste and Scheduled Tribes, if any, were to be determined by the State Government.
- (iv) A voter could contest elections from his ward or from any other ward.
- (v) The Act gave an exhaustive list of 75 functions which a village panchayat was supposed to perform, subject to the availability of finance and the general control of the Panchayat Mandal, referred to below, for making reasonable provision of common village services and amenities in the spheres of sanitation and health, public works, education and culture, self-defence and village defence, administration, welfare of the people, agriculture and preservation of forests, breeding and protecting cattle, village industries, and the collection of land revenue.
- (vi) The bases of the appointment of a Secretary and of his remuneration were altered. The State Government, having regard to the extent and the population of the village and the income of the Panchayat, was to determine whether the secretary was to be appointed for a particular single panchayat or for a group of particular villages. Also, he was to be appointed by the Government and was to be a whole-time Government servant, his salary and allowances being paid

(vii) The Act created a District Village Panchayat Mandal, a body of non-official and official members. It was established in order to encourage the establishment and to foster the development of Village Panchayats and for supervision and control of the administration thereof. It was constituted as follows:--

- (1) Collector Ex-officio Chairman
- (2) District Village Panchayat Officer ... Ex-officio Secretary
- (3) President, District Local Board Member
- (4) Chairman, District School Board... .. Member
- (5) Vice-Chairman, District Development Board Member
- (6) 7 to 12 persons to be elected from among the Sarpanchas of Panchayats Members
- (7) 4 persons to be elected by the District Local Board Members

(viii) Group 'Nyaya Panchayats' were constituted for a group of villages not less than five each and they were vested with judicial powers.

(ix) Wider powers than before were conferred upon the panchayats with regard to the levying of taxes and fees subject to the minimum and maximum rates to be prescribed by the Government.

(x) The rate of land revenue grant was raised to between 25% and 30% of the land revenue to the village panchayats.

(xi) A provision was made for the creation of the District Village Development Fund for the purpose of granting loans to village panchayats as per rules framed by the Government. (This fund was created in Kheda District by compulsory contributions from panchayats at a rate of 5%. The Collector was empowered to grant loans upto Rs.5,000/- for development work to a panchayat.)

(xii) A provision was made for entrusting the work of the collection of land revenue and of the maintenance of the land revenue records to village panchayats.

- (xiii) The audit of village panchayat accounts was to be done by the Government (done free of cost at present) to ensure impartiality. The scrutiny of the Audit Note was to be undertaken by the Panchayat Mandal and it was the Collector who was to pass final orders on any audit objection.

The impact of the changes that occurred in the field of the Village Panchayats in the post-Independence years upto the end of 1961 is summarised below:--

- (1) Before 1947, it was voluntary for a village to establish a panchayat. The total number then came to about 75 only. It was made compulsory, in 1948, for villages with a population of over 2000 to have village panchayats. The number of inhabitants for this purpose was reduced to 1000 in 1952, and the Act of 1958 made it obligatory for every village irrespective of the population to have a village panchayat. Consequently, there were 800 gram panchayats (including group panchayats) covering all the villages in the District as on 31-12-1961. The Talukewise position was as follows:--

Taluka	Number of Village Panchayats
Anand	78
Vadasinor	58
Borsad	92
Khambhat	78
Kapadwanj	118
Matar	58
Mahemadabad	60
Nadiad	93
Petlad	80
Thasra	85

The above numerical growth clearly presents a satisfactory picture.

- (2) The composition of panchayats had its beneficial effects as well as limitations. Rural masses became enlightened as a result of the elections. The women folk, which because of custom and tradition was conservative, began

the down-trodden communities felt that they had some say in the village administration and that the so called upper classes could not continue to exploit them indefinitely. In some villages, where unity was enviable, the members and the Sarpanchas were elected uncontested. However, all the evils of elections flourished where contests took place. Parties and groups were created where they did not exist. Where they were already existing, the rifts were widened. Many times elections were fought on communal, caste and group basis. Factions were multiplied and personal enmity was generated. Anti-social elements had a free play. They were not free elections but were a sham of democracy in which the voters cast their votes because of undue pressure, coercion, intimidation or ignorance. Many voters were afraid of suffering from damages to their properties including crops. These conditions deterred many good and intelligent people from taking part in the elections and the panchayats, at times, fell in the hands of unscrupulous and crooked group-leaders.

- (3) Where decisions were taken on a caste-basis -- and instances were numerous where the majority was of elected members belonging to particular caste only -- the benefits accrued only to those sections having a majority, and the minority suffered. Similarly, illiteracy and ignorance of the members were also responsible for the backwardness of the panchayats concerned.
- (4) Many a time, signatures were obtained by circulating draft motions for signatures, and the resolutions were treated, as having been passed in a regular meeting, though it was never convened.
- (5) To expect an impartiality in village administration from a person residing in the same small area and elected by the voters who are his everyday neighbours in a small ward is, to say the least, too much. The impression is that the price an honest and straightforward member had to pay were quarrels with and a social boycott by his circle and the loss of office in the next election/s, if he desired to get himself re-elected.
- (6) The 'Sarpancha's experience difficulties in the efficient

discharge of their duties because of a number of factors including the hindrances created by Government officers on the basis of complaints from the members of the opposite group/party, insufficient Government assistance in the removal of encroachments on lands in villages, lack of adequate guidance and co-operation from the Government machinery and political leaders, unnecessary political ^{inter}ferences, and delays in serving notices and their execution.

- (7) The appointments of secretaries as Government servants, from 1-6-1959, were allegedly aimed at improving the working of the village panchayats "as, taking into account village faction, possibility of elections on party basis and poor educational qualifications of members of panchayats in general, had the appointment of the secretary been left to the panchayat it would have proved fatal to the healthy and impartial administration of the Act."

There are equally tenable arguments against this system. The Panchayat had no say in the appointment of the secretary. He could be transferred at the sweet-will of the Government. The security of his service or his advancement rarely, if at all, depended upon the opinion of the 'sarpanch'. On many occasions, therefore, a secretary did not pay a heed to the elected members of the panchayat. Especially when the Sarpanch was illiterate, a secretary could misguide him in the matters of administration and -- it must not be forgotten -- this amounted to the penetration of the Government administrative machinery in the field of village democracy, where the powers of the elected members were curbed by a tricky insertion in the Act.

Moreover, the secretaries as a class did not benefit by this change in their status.

- (8) A still more objectionable development was that, under the Act of 1958, the powers which were formerly being exercised by the District Local Board, the democratic body, over the panchayats were taken away from it and a new body named the District Village Panchayats Mandal was created, with wide authority over the panchayats.

A show was made that it was a statutory body consisting of officials and non-officials. However, by making the Collector its Chairman and District Village Panchayat Officer its secretary, the de facto control was vested in the two top executives of the Government in the District. The seriousness of the implications of this move would become still more clear if it is viewed in relation to two other actualities and one more possibility. The actualities were: (i) the executive control exercised over the village panchayats through the secretaries, who were made Government servants, as discussed earlier, and (ii) the audit of the accounts of village panchayats by Government auditors.²⁷ The additional possibility was of the party in power gaining a majority with the support of the official numbers, even if it had a minority 'elected' representation in the District Village Panchayat Mandal. It becomes obvious from the above analysis that, by the multi-pronged drive, the Government wanted not only to influence but also to establish a firm control on the former self-governing institutions in the villages.

- (9) Some of the interviewees complained of the increased burden of taxes levied by the Village Panchayats. Others alleged that they avoided imposing taxes to avert opposition from the people with the result that it affected their work-performance. In fact, Panchayats did require funds to do substantial work in their sphere of activities.

The amounts of grants made available by the Government to the Village Panchayats in the District, at the rate of 30% of the land revenue collected, amounted to about Rs.69,55,000 during the Second Five Year Plan Period i.e. from 1956-57 to 1960-61. While this total figure appears to be impressive, two issues need to be pointed out. The first is that the base of the payment at 30% of the actual land revenue of a particular year might

27. As already stated, the Government maintained a special staff of 1 District Auditor and 7 Sub-Auditors for the audit of the Village Panchayats. Each Sub-Auditor was required to audit annually 100 Panchayats in his charge, the District Auditor auditing all Panchayats, the incomes of which exceeded Rs.20,000 per year, in addition to Test Audits @ 20% of the audit of the Sub-Auditors.

create a position of suddenly dwindled income from this source in a lean year, when the need for financial assistance would be the greatest. Hence, the base should better be an average of the preceeding five years or so. The second issue is also related to the uniform base of 30% where the Panchayats of backward areas yielding low land-revenue collections would be starved of funds, when their needs would be great. A higher percentage of grant in their case should not be treated as unjust and inequitious to the remaining Panchayats.

As reported, many Panchayats in the District did good work for the provision of services and amenities -- involving both capital and revenue expenditure -- like street-lighting, sweeping and sanitation, vaccination, dispensaries, cattle pounds, wells, 'ghat's, 'Khadiat's, libraries/reading rooms, cremation grounds, etc. The Panchayats of 18 villages²⁸ got the benefit of the State Water-Supply Schemes of the Public Health Department, estimated to cost Rs.26.75 lakhs, out of which Rs.14 lakhs were spent till the end of the Second Five Year Plan. By that time, 11 Schemes were completed and 7 others were in progress.

(10) The amount to the credit of the District Village Development Fund, as on 31-3-1961, totalled Rs.76,689/-. The number of Panchayats which contributed to this Fund at 5% of their incomes was reported to be only 360 as against 691 Panchayats in 1959-60. It is surprisingly impossible to reconcile the two figures, when the Act lays down the contribution as a compulsory requirement for all Panchayats. This is an illustration of slackness on the part of the administration, which itself paid grants to the Panchayats at 30% of the land revenue.

(11) Though the Act provided for the establishment of "Group Nyaya Panchayats" not a single one was established even till March, 1962. The proposal for establishing 142 such Nyaya Panchayats as follows was then pending with Government:--

28. Viz., Kosindra, Pij, Chikhodra, Karamsad, Uttarsanda, Virsad, Ode, Vasad, Piplav, Mehlay, Bamangam, Gana, Adas, Mogri, Matar, Kasor, Bharoda.

Taluka	No. of group Nyaya Panchayats to be established
Nadiad	16
Matar	11
Mahamadabad	9
Kapadwanj	21
Petlad	16
Khambhat	15
Borsad	16
Anand	14
Thasra	14
Vadasinor	10

(12) Not a single Panchayat had, even till March 1962, undertaken the work regarding the collection of land revenue.

(b) District Local Board

In 1948, the total number of members was raised from 42 to 50 and the communal reservation of seats was abolished. In 1949, consequent to the mergers, the total number of seats was raised to 60 out of which 4 each were reserved for women and Scheduled Castes and Scheduled Tribes. There was no representation of the Village Panchayats or Municipalities on the Local Board. The most important change in the status and the authority of the District Local Board was brought about by the Bombay Village Panchayats Act, 1958, under which, as stated earlier, the District Local Board ceased to perform any duties or exercise any powers with regard to the Village Panchayats except that its President was the ex-officio member of the District village Panchayat Mandal.

The District Local Board, Kheda, executed various types of works involving the expenditure of lakhs of rupees, between 1950-51 and 1960-61. It was also entrusted with the work of constructing and repairing school buildings belonging to the District School Board. The following Table presents the particulars regarding the works undertaken by it:--

Type of work	No.	Expenditure incurred (Rupees in thousand)
1. New buildings	183	714
2. Repairs to buildings	524	307
3. New roads	411	2,776
4. Repairs to roads	1023	2,145
5. New Khadiyats'	72	163
6. Khadiyat repairs	16	20
7. New wells	222	588
8. Repairs to wells	1071	2,295
9. School buildings	649	4,240
10. Repairs to school buildings	277	195

The District Board was also managing dispensaries and veterinary hospitals in the District. The following Table gives the figures for the years between 1950-51 and 1960-61:--

Y e a r	No. of dispensaries	Expenditure (Rupees in thousand)	Veterinary Hospitals	Expenditure (Rupees in thousand)
1951-52	27	200	7	27.5
1952-53	26	234	7	25.2
1953-54	30	225	7	23.8
1954-55	39	306	7	24.9
1955-56	40	299	7	28.5
1956-57	40	360	7	19.2
1957-58	40	433	7	33.1
1958-59	36	429	7	31.2
1959-60	36	427	7	35.4
1960-61	36	412	7	36.8

The above two Tables show that the District Local Board has done very useful work beneficial to the population of the District. Of course, the organisation was not free from the usual evils of favouritism, delays, inferior quality of work, high operational costs, etc.

(c) Municipalities

The reserved seats based on communities were abolished. In 1949, as a result of the merger of the native States, 7

Bombay District Municipal Act, 1901, was made applicable to them. The post-Independence years witnessed sizeable expenditure by the municipalities on development works of a capital nature. They included the construction of buildings for schools, houses for Harijans, construction of roads, laying of public parks, drainage, water supply, electric lighting of the streets, construction of markets places, construction of hospitals, purchase of specialised machines and medical instruments for hospitals and construction of public latrines and public urinals.

Advent of Panchayat Raj

The Government of Gujarat State has decided to bring about a democratic decentralisation of power under the Gujarat Panchayats Act, 1961. While the period covered by this Project has been upto 31-12-1961 by which time this Act was not brought in operation, it has been thought necessary to make a reference here in brief to the essential features of the new pattern of a sector of the district and the below-district administration which would undergo a basic metamorphosis in consequence of the implementation of the Act.

(i) Structure of the Panchayats: A three-tier hierarchy of Panchayats is created under the Act. Generally, every village with a population upto 10,000 will have a Gram Panchayat. Every Nagar with a population between 10,001 and 30,000 will have a Nagar Panchayat. Both of these will be subjected to the control of the Taluka Panchayat which, in turn, will be placed under the authority of the District Panchayat.

The composition of these Panchayats on different tiers is to be governed by two sets of principles. The Gram Panchayats and the Nagar Panchayats are to be constituted by all elected members, of course, with reserved seats for women, Scheduled Castes and Scheduled Tribes as provided. In the case of the Taluka and the District Panchayats, four categories of membership are provided as sketched below:--

TALUKA PANCHAYAT

(I) Ex-officio Members: Sarpanchas of all the Gram Panchayats.

- (II) Elected Members: 1/10th of the number of the Ex-officio Members, to be elected from among the Chairmen of the Co-operative Societies.
- (III) Co-opted Members: 2 Women interested in female and child welfare.
2 representatives of Scheduled Castes.
2 representatives of Scheduled Tribes, if their population forms at least 5% of the total population.
2 social workers experienced in rural development.
- (IV) Associate Members: All M.L.A.s except those from city constituencies.
~~Mamlatdar~~
Presidents of all Municipalities.
1 or 2 members ordinarily residing in the Taluka, elected as per Sec. 15(1)(iii).

DISTRICT PANCHAYAT

- (I) Ex-officio Members: 10 Presidents of the Taluka Panchayats.
- (II) Elected Members: One member from each Taluka Panchayat, elected from among its own members.
Members upto a maximum of 20, to be decided by the State Government, including those for the reserved seats as provided.
- (III) Co-opted Members: 2 educationists residing in the District.
- (IV) Associate Members: All M.P.s.
All members of the Council of States residing in the area.
All M.L.A.s.
Collector.
Presidents of all Municipalities situated within the District.

It needs to be stated here that the District Panchayat is linked up with the State Government by an intermediate body, viz., the State Council of Panchayats, created for the purpose under the Act.

(ii) Administrative Machinery: There is to be a Secretary for every Gram Panchayat or Nagar Panchayat or a group of Gram Panchayats, for the performance of all duties as prescribed, subject to the control of the Sarpanch or the Chairman. Similarly, every Taluka Panchayat has to have a Secretary as its Chief Executive. It is the Taluka Development Officer in the State Service who is to act as an ex-officio Secretary performing, subject to the orders of the President or the Taluka Panchayat, all functions prescribed by the Act. At the District level, the District Development Officer in the cadre of the Indian Administrative Service (senior time-scale) is to work as the ex-officio Secretary of the District Panchayat. He is to perform, subject to the orders of the President or the District Panchayat, all the functions as prescribed by the Act. The additional administrative staff including officers that will be needed for the discharge of the functions and duties of the above Panchayats will be appointed by the respective bodies. Detailed provisions have been made in the Act for enabling the Government to standardise the conditions of service including scales of pay, classes, cadres, posts and initial strength of officers and servants, recruitment, transfers, promotions, etc.. Moreover, the establishment of the District Panchayat Service Selection Committee as distinct from the Gujarat Panchayat Service Selection Board and the that of the District Primary Education Staff Selection Committee have been provided for.

(iii) The functions which are to be performed by the Panchayats at the three levels are enumerated in great detail and have been grouped together under well-titled categories of spheres of activities.²⁹

29. These are given below for ready reference.

Gram Panchayats and Nagar Panchayats

Sanitation and Health
Public Works
Education and Culture

For an efficient performance of their functions,
provision is made in the Act for the compulsory constitution

Planning and Administration
Community Development
Agriculture, Preservation of Forests and Pasture lands
Animal Husbandry
Village Industries
Collection of Land Revenue

Taluka Panchayats

Sanitation and Health
Communication
Education and Culture
Social Education
Community Development
Agriculture and Irrigation
Animal Husbandry
Village and Small Scale Industries
Co-operation
Women's welfare
Social Welfare
Relief
Collection of Statistics
Trusts
Forests
Rural Housing
Information

District Panchayat

Sanitation and Health
Public Works
Education and other Cultural Activities
Administration
Community Development
Agriculture
Animal Husbandry
Village and Small Scale Industries
Social Welfare
Relief
Minor Irrigation Projects

The Government is also empowered to transfer to the District Panchayat (which, in turn, could delegate them to the subordinate Panchayats) such functions and duties as are performed by any of its departments, especially the following:--

Agriculture
Animal Husbandry
Public Health & Medical relief
Public Works Department
Social Welfare
Land Department
Prohibition Department, so far as prohibition propaganda is concerned
Co-operative Department
Cottage Industries and Small-Scale Industries
District Statistical Office

of Committees of elected members in all the Panchayats as follows:--

Gram Panchayat

Production Committee
Education Committee
Public Health and Public Works Committee

Nagar Panchayats

Production Committee
Education Committee
Health and Public Works Committee
Co-operation and Social Welfare Committee
Executive Committee

Taluka Panchayats & District Panchayat

Education Committee
Production Committee
Public Works Committee
Health Committee
Co-operation and Small Industries Committee
Social Welfare Committee
Executive Committee

In addition to the above Committees, among which the different categories of related functions are allocated, the Panchayats are permitted to constitute more Committees voluntarily.

(iv) Conciliation Panchas and Nyaya Panchayats: The Act provides for the constitution of Conciliation Panchas for every Nagar Panchayat and for a group of at least five Gram Panchayats for the decentralisation of justice.

(v) Impact: The impact of the changes, as visualised, is summarised below:--

(1) The Village Panchayats and the Development Branches of the Collectorate will be cut off from the parent organisation. The work done by them till now will, in future, be done by the three-tier Panchayats. To the extent it is entrusted to the care of top executives suited to these specialised jobs, the efficiency of work-performance should rise. Unfortunately, as the matter stands to-day, it would mostly be a transfer of

revenue officials to the Panchayats. And, a few weeks' training is no substitute for a specialised staff.

- (2) In course of time, when the Government will entrust the functions of other departments for execution to the Panchayats, a greater co-ordination of work will emerge with benefits to the community in terms of reduced costs and increased efficiency.
- (3) The present unparalleled status and awe of the Collector will come to an end when a District Development Officer in the senior scale will begin to function as the Secretary of the District Panchayat.
- (4) When the work of collecting the land revenues of maintaining the village records will be entrusted to the Gram Panchayats, the last link of the revenue hierarchy at the village level will come to an end. The Panchayat Secretary will then be subjected to a dual control above.
- (5) The constitution of the District Panchayat would result in the dissolution of the District Village Panchayat Mandal, the District School Board, and the District Local Board. In terms of democracy, the abolition of the last institution will be a retrograde step. It has been a local institution consisting of directly elected representatives of the people, who managed and controlled its activities with efficiency and sincerity. It has functioned like an autonomous corporation. As against this, the District Panchayat which is in the offing is constituted by an indirect election of peoples' representatives to it, and co-opted members and associate members also form constituent parts of the body. This makes the latter less democratic.
- (6) The members of co-operative societies will, in effect, have a double representation in the Taluka Panchayat.
- (7) The composition of the Taluka Panchayat is going to make it unweildly for any detailed and constructive discussions and decisions on numerous problems of practical importance
- (8) The Secretaries of both the District Panchayat and the Taluka Panchayats are going to be Government servants. This will amount to the penetration of the Government administrative machinery in the name of democratic

decentralisation of power. The degree of unadulterated independence of judgment and decision which enlightened Gram Panchayats -- especially those which do not tow the line of the party in power -- have been able to enjoy till now will, in all probability, register a decline. It is also not impossible that, where two political parties are in majority -- one at the Centre and at the State levels, and the other at the Panchayat's level, the Government may make a frantic effort to use this administrative control effectively against the rival political party.

- (9) The acceptance of the revenue administrative units as the area-base for the creation of the three-tier structure of the Panchayats is a scientific approach insofar as work execution is concerned. However, grave doubts have been expressed about the far-reaching consequences of this structure. The Gram Panchayats are to be constituted by elected members. The Sarpanchas are to be the ex-officio members of the Taluka Panchayats. The President as well as $2/3$ elected members from each one of the Taluka Panchayats are to be the members of the District Panchayat, and the President of the District Panchayat is to be a member of the State Council for Panchayats. Therefore, the importance of the elections of the Gram Panchayats will increase tremendously. Also, any political party which can establish its hold on the rural masses will be able to fight the elections to the State Legislative Assembly and to the Parliament with greater confidence and organisation. Hence, whether political leaders belonging to the different parties explicitly accept it or not, the elections to the Gram Panchayats under the new Act will be fought on a party basis -- if not openly, secretly. It must be accepted that there is a difference in the elections to the Parliament, to the State Legislature and to the Gram Panchayats. The coefficient of compensatory effect of the large parliamentary constituency in regard to communalism, casteism, groupism, factions, petty fueds, etc. is very high and the results of voting may be able to reflect political opinion of the electorate fairly correctly. As the size of the voters' constituency

shrinks, the influence of these limiting factors expands. The incidence of this inverse proportion will, it is feared, be felt the most in the case of the Gram Panchayat elections. Further, these elections may themselves be responsible for widening the rifts in the villages and for intensifying the malpractices of the mischief-mongers and groupist elements in the rural society.

The experiment of democratic decentralisation, therefore, is indeed a bold one. Perhaps it may be one of the right ones. But, as long as the lower-level loyalties exist, caste rivalries and family feuds flourish, narrow-mindedness governs the behaviour of the poverty-stricken folks, illiteracy, ignorance and suspicion exercise their hold on the masses, and political enlightenment is just in its infancy, the 'great leap forward' in the rural areas may prove to be premature and costly, both to the nation and to the district administration.

List of villages in which field-work was undertaken

S.No.	Name	S.No.	Name
1.	Adas	37.	Radhu
2.	Alina	38.	Ratanpura
3.	Balinta	39.	Ravlapura
4.	Bandhani	40.	Samarkha
5.	Bedva	41.	Sansed
6.	Bhalada	42.	Savli
7.	Bharathari	43.	Sinhuj
8.	Dakor	44.	Sinjivada
9.	Finav	45.	Sojitra
10.	Gada	46.	Sonipura
11.	Gambhira	47.	Sundra
12.	Gana	48.	Tarapur
13.	Gobharaj	49.	Thasara
14.	Golana	50.	Tranol
15.	Kalasar	51.	Umlav
16.	Kalitalavadi	52.	Vadasinor
17.	Kaniij	53.	Vadadala
18.	Kanisa	54.	Vadod
19.	Kanjat	55.	Valasan
20.	Karamsad	56.	Vallabh Vidyanagar
21.	Lali	57.	Valvod
22.	Lasundra	58.	Vandhvali
23.	Limbasi	59.	Vanskhilia
24.	Mehmedabad	60.	Vasad
25.	Mahudha	61.	Vasana
26.	Malavada		
27.	Matar		
28.	Mogari		
29.	Nagara		
30.	Navli		
31.	Nayka		
32.	Nirmali		
33.	Palol		
34.	Pandva		
35.	Pariyej		
36.	Pimparvada		

APPENDIX 'B'

List of various heads of Government Departments (other than Revenue) and other Statutory and non-Statutory bodies working in/for Kheda District.

1. District Superintendent of Police, Kheda.
2. Executive Engineer, Public Works Dept., Kheda.
3. Civil Surgeon, Kheda.
4. District Agriculture Officer, Nadiad.
5. Assistant Registrar of Cooperative Societies, Nadiad.
6. Educational Inspector, Nadiad.
7. District Statistical Officer, Nadiad.
8. District Publicity Officer, Nadiad.
9. Social Welfare Officer, Nadiad.
10. District Health Officer, Nadiad.
11. District Animal Husbandary Officer, Nadiad.
12. Supervisor, Rural Broadcasting, Nadiad.
13. Sales Tax Officer, Nadiad.
14. Soil Conservation Officer, Vasad.
15. District Employment Officer, Nadiad.
16. Industries Officer, Nadiad.
17. Jail Superintendent, Nadiad.
18. Divisional Forest Officer, PMS, Godhra.
19. Tobacco Extension Officer, Anand.
20. Deputy Commissioner, Baroda.
21. District Commandant, Home Guards, Nadiad.
22. District & Sessions Judge, Nadiad.
23. Assistant Collector, Central Excise, Anand.
24. Income Tax Officer, Nadiad.
25. Superintendent of Post Offices (Kaira District), Nadiad.
26. Assistant Director of Small Savings, Baroda.
27. Hon. Secretary, Kaira District Development Board, Nadiad.
28. Administrative Officer, Kaira District School Board, Nadiad.
29. Secretary, District Village Panchayat Mandal, Nadiad.
30. Chief Officer, Kaira District Local Board, Nadiad.
31. Divisional Controller, Gujarat Road State Transport, Nadiad.

APPENDIX IFunctions of the Collector prior to Independence.(A) Pertaining to revenue work:(i) Statutory Functions:(Ref: The Bombay Land Revenue Code, 1879 and the Rules thereunder)

Prescription of registers, accounts and other records to be kept by the Village Accountant.

Recovery of land revenue.

Collection of public money, papers, etc., from persons concerned or their sureties, issuing of search warrants, arresting the defaulters, etc.

Disposal of public properties like roads, lanes, paths, bridges and Government lands.

Deciding claims on any property by Government or any person as against Government.

Extinction of rights of public and individuals in or over any public road, lane or path not required for use of public-holding of proceedings and submission of report regarding objections received and compensation amounts recommended to the Government.

Assignment of Government lands for special purposes.

Regulation of the use of pasturage and deciding the rights of grazing.

Recovery of value of natural products unauthorisedly removed from certain lands.

Sanctioning of the lopping of road-side trees.

Recovery of the value of trees unauthorisedly appropriated.

Regulation of supply of fire-wood and timber for domestic or other purposes.

Prohibition of the use of unalienated land for certain purposes and summary eviction of any unlawful holder or user.

Keeping of a Register of Alienated Lands. Giving Certified abstracts from it in case of loss of Sanads.

Forfeiture, taking possession and disposal including re-sale of land for non-payment of land revenue as a paramount charge on land. Causing of distraint or sale of defaulter's movable property and sale of his other immovable property. Hearing and deciding applications by the defaulters to set aside a sale on stipulated grounds. Determination of the claims of the third persons to attach movable property. Arresting and detention of a defaulter. Attachment and taking under management (with the previous sanction of Government) the defaulter's village. Restoration of the forfeited lands and the village if arrears are paid by the defaulter within the prescribed time.

Holding of inquiries and penalising the village Accountants or village Patels for non-issue of receipts for payments of land revenue.

Penalising unauthorised occupants or users of land-fining, eviction, forfeiture of crops and buildings thereon and their disposal.

Grant of unoccupied land as per Government rules.

Grant of alluvial land.

Grant of permission for the use of land for non-agricultural purposes.

Penalising the unlawful such user.

Grant of salt-marsh land for reclamation.

Grant of land for salt manufacture.

Transferring of Government land vesting in the Revenue Department to any other department of the State or Union Government.

Disposal of intestate occupancy or holding under Sec.72.

Summary eviction of persons unauthorisedly occupying land.

Protection of rights of the landholders.

Granting suspensions or remissions of rent, etc. to inferior holders of those land-holders who have been granted such concessions.

Granting assistance to superior holders for recovery of dues from their inferior holders. Recovery as revenue demand of dues of certain superior holders for specified periods.

Revenue management of alienated villages or estates coming to the Government temporarily for the purpose.

Fixation and recovery of shares in the expenses incurred for the partition of an estate from persons demanding it or interested in it.

Determination after summary inquiry of the claims to exemption from payment of land revenue under Sec.128.

Grant of Sanads after payment of survey fees.

Causing corrections to be effected in the Records of Rights as per the decree or order of a competent Court.

Imposition of penalty for negligence in the submission of information and documents for incorporation of particulars regarding rights to land in the Record of Rights.

Prevention of reaping of crops or their removal for securing unpaid land revenue.

Imposition of penalty for making default in the payment of land revenue or its instalments.

Recovery of land revenue dues as per the certified statements received from the Collectors of the other Districts and the dues of all other Departments in his District as arrears of land revenue. Recovery of dues decreed by competent Judicial Courts.

Forfeiture of the occupancy or alienated holding for which arrears are due as land revenue.

Disposal of appeals against orders passed by his subordinate officers on such matters as entries in village records, tenancy and land revenue.

Calling for and examining records and proceedings of subordinate officers and passing orders thereupon.

Directing Prant Officers to decide cases of encroachments on land.

Issuing orders for the recovery of land revenue according to annawari. Watching of recovery of land revenue in the District generally.

Grant of Government land free of or at a low price/revenue for a specified term or perpetuity to non-profit-making institutions- educational local bodies, gymnasias, hospitals and other public works or for any charitable purpose.

Grant of unoccupied land not assigned for any special purpose to any person for agricultural purposes and deciding its price and conditions or selling it by public auction and its assessment.

Annual auctioning of leases of river-bed lands.

Disposal of all other types of lands.

Disposal of the reserved trees and their produce not in charge of the Forests Department.

Prescription of rules to be followed by the Mamlatdars in granting permission for the removal of earth, stones, kankar, etc.

Grant of permission to use Government water where no water-rates are to be charged.

Acceptance of relinquishment of service lands and their disposal.

Grant of permission for excavation of unalienated lands within village sites.

Revision of assessment of lands used for non-agricultural purposes.

Declaration of any village in a Taluka to be a centre for the payment of land revenue.

Fixing of dates for and allowing payment by instalments of the non-agricultural Land revenue.

Grant of suspension and remission of land revenue when and where necessary.

Setting aside of irregular or fraudulent auction sales.

Checking up of the accuracy of the anna valuation made by the subordinate revenue officers.

(Ref: The Exemptions from Land Revenue (No.1) Act, 1863):

Receiving notices from heirs or transferees obtaining lands on which nazarana are to be made and levying fines in case of default.

Grant of inquiry to the holder of lands partly or wholly exempted from payment of land revenue as regards their title and making reference to the officer appointed by Government for trial of such matters.

(Ref: The Exemptions from Land Revenue (No.2) Act 1863):

Serving notice on the holder of lands ¹wholly or partly exempt from payment of land revenue calling on him to state whether he is willing to accept settlement or demand formal inquiry into the title. Holding of inquiry, trial and adjudication proceedings regarding settlement of land revenue or continuance of exemption. Entering lands for measurement or making assessment for this purpose.

(Ref: The Revenue Recovery Act, 1890 (Central):

Certification regarding dues to be recovered as arrears of land revenue through the Collectors of other districts and recovery of such dues from one's own district for them.

Proclamation prohibiting the transfer or charging of any immovable property belonging to the defaulters.

(Ref. The Invalidation of Hindu Ceremonial Emoluments Act, 1926)

Relieving a hereditary priest of his obligation to perform religious service to the villagers, on his opting to pay full revenue assessment on his Inam land or his foregoing cash allowance as the case may be.

(Ref. The Bombay Devadasis' Protection Act, 1934 & the Rules thereunder)

Releasing Inam land assigned for Devadasi service from liability of performance of such service on her agreeing to pay such rent as may be determined by him.

(Ref: The Bombay Revenue Tribunal Act, 1959 & the Regulations thereunder)

Sending all records or proceedings called for by the Bombay Revenue Tribunal.

(Ref: The Mamlatdar's Courts Act, 1906)

Transferring suits from one Mamlatdar's Court to the other in his district. Revision of Mamlatdar's proceedings and making decisions.

(Ref: The Bombay Hereditary Offices Act, 1874)

Recognition, appointment, limited suspension, fining, removal, resumption, etc., of Watandars of their deputies, determination of the number of officers, defining their rights and duties and fixing their remuneration, protection of Watan property, recovery of contribution or rent or alienated Watan property by summary eviction, combination of Watansheld for the performance of similar services in the same village. Entering the name of the nearest heir to a Watandar in the Register of Watandars on his producing a decree or order from a competent Court.

Disposal of appeals against the orders of Deputy Collectors or Mamlatdars. Maintenance of the Registers of Inferior Village Servants, determination of their numbers and fixing their terms of services, etc.

(Ref: The Matadar's Act, 1887)

Specifying/entering the particulars including the names of the members of the Matadar's family in the Matadar's Service Register.

Registration of the name of the heir on the death of the representative Matadar and causing amendment, if any.

Fixation of the number of officers and determination of the order of rotation for them.

Appointment of a Revenue Patel and his deputy by following prescribed procedures on the falling of a vacancy.

Supervision, fining and removal of any Matadar, officer or deputy in case of non-compliance of his orders, carelessness or negligence in discharge of duties.

(Ref: The Bombay Irrigation Act, 1879 & the Rules thereunder)

Acquisition of lands for the construction of water course as per Government notification. Payment of compensation.

Compelling various land-holders to carry out necessary repairs to 'Bandharas' situated in their lands. Deciding their respective shares in the expenses incurred. Settlement of disputes regarding the mutual rights and liabilities of persons interested in water course. Deciding compensation

amounts on account of interruption of water-supply and abatement of land revenue in such cases. Submission of Betterment Levy Schemes to Government in the event of the undertaking of schemes for the construction of new canals or for the improvement or extension of existing ones.

Hearing of appeals against awards regarding levying of betterment charges.

Receiving reports from Canal Officers regarding emergency orders issued by him under Sec.58 and maintaining a list of able-bodied persons who can be used for emergency service.

Hearing of appeals against the orders of the Canal Officer under Sections 13, 18, 25, 30, 45, 46, 48 and 48-A, and Rule 5.

Notification and proclamation giving detailed particulars of the work and calling for claims of any rights in the proposed work, receiving of notices regarding suits or proceedings questioning the entries in the Record of Rights and hearing of appeals against orders passed by the Executive Engineer in prescribed cases.

(Ref: The Land Improvement Loans Act, 1883, (Central)):

Watching the allocation of Tagavi amounts by Government to the District.

Sanctioning Tagavi loans upto Rs.5000/- to agriculturists for construction of wells, drainage, reclamation and other improvements in land.

Watching the recovery of Tagavi dues made by the village officers.

(Ref: The Agriculturists' Loans Act, 1884 (Central)):

Sanctioning Tagavi loans upto Rs.2500/- to agriculturists for purchase of seed, cattle or any other object connected with agriculture and watching their recoveries by village officers.

(Ref: The Bombay Non-agriculturists' Loans Act 1928, & The Rules thereunder)

Grant of loans upto Rs.2000/- for erecting, rebuilding or repairing houses, for building or repairing of boats or for the relief of distress to any person to whom a loan under the Agriculturists' Loan Act, 1884, cannot be granted.

(Ref: The Bombay Partition Act, 1908)

Execution of land partition decrees.

(ii) Administrative Functions:

(a) Establishment matters:

Appointing, transferring, promoting, degrading and punishing in other ways and sanctioning leave and resignations upto A.K.'s level, and writing of Confidential Reports of all the subordinates.

Sanctioning temporary staff for certain purposes under certain circumstances.

Finalisation and publication of Gradation Lists upto A.K.'s level.

Sanctioning advances from General Provident Fund.

Holding of departmental inquiries, disposal of establishment appeals and matters related to misappropriation of Government funds.

Personal handling of cases of corruption.

Holding of Sub-Service Departmental examinations for Talatis and clerks.

Exempting Talatis from passing the examination.

Reviewing the village inspection notes of Mamlatdars and Prant Officers.

Reviewing the Jama Bandhi notes of Mamlatdars.

Scruting the Diaries of Mamlatdars.

Disposal of office inspection reports.

Sanctioning advances to officers under orders of transfer.

Sanctioning the advances, travelling allowances etc, to temporary Government servants.

Grant of age and Nationality Certificates in case of admission to candidates to Provincial Civil Service.

Accepting health and age certificate from any officer other than a Medical Officer.

Suspending a lien & transferring a lien from one post to another in respect of subordinates whom he can appoint.

Granting a longer period of joining time than is admissible under the B.C.S.R. to his subordinates.

Transferring his non-gazetted sub-ordinates of the Revenue Department to foreign service within his district receiving notice of their reversion from foreign service or recalling them from foreign service & sanctioning their reversion.

Fixation of pay.

Grant of increments (including broken period increments) and maintenance of increments register. Withholding of increments in certain cases/circumstances.

Preparation of pension papers for all Government Servants of the Department, & sanctioning pension to non-gazetted Government servants as certified by the Accountant General.

Sanctioning honoraria or fees upto prescribed limits.

Grant of certificates to Assistant Collectors under training regarding ~~their~~ their training in prescribed duties.

Grant of certificates of proficiency in riding to Probationary Deputy Collectors.

Maintenance of Service Books and Leave Accounts of the Staff in the Collectorate.

Submission of Annual Establishment Return to the Accountant General.

(b) Accounts matters:

Preparation of Annual Budgets.

Six-monthly, eight-monthly and nine-monthly revision of Budgets.

Submission of monthly Expenditure statements according to Budget Heads of the whole District.

Reconciliation of the expenditures according to orders from the Commissioner.

Keeping a watch over expenditure against grants at his disposal.

Submission of Reports regarding excess or deficit in terms of grants originally sanctioned as compared to the actual expenditure.

Submission of Appropriation Accounts giving the reasons for variations from the budgeted figures.

cash and/or stores.

Annual verification of the solvency and existence of the sureties.

Monthly and Annual Adjustment of Local Fund Cess.

Recovery from the District Local Board against remuneration paid to Patels and Talatis for their work of collection of Local Fund Cess.

Maintenance of accounts, preparation of budgets & expenditure statements, sanctioning expenditure for all Taluka sub-jails, etc.

Receipt and scrutiny of Detailed Contingent Bills for amounts drawn on Abstract Bills and their submission, if found correct, to the Deputy Accountant General or their returning to the officers concerned raising objections and recovery of amounts.

Preparation and submission of pre-Audit Bills.

Preparation of Pay Bills of all gazetted and non-gazetted employees in the Collectorate and scrutiny of all Pay Bills of the Government servants in the Department in the District.

Deciding the amounts of Permanent Travelling Allowances to be drawn by Government servants holding more than one posts.

Sanctioning of the Travelling Allowance Bills of all Gazetted Officers of the Department in the District.

Sanctioning all Contingent Bills in the District.

Maintenance of the Cash Book with vouchers.

Maintenance of the Permanent Advance Register, sanctioning/ payment of permanent advances and their recovery.

Correspondence regarding the General Provident Fund Accounts.

Sanctioning advances for the purchase of means of conveyance like bi-cycles.

Granting permission to subordinate officers for purchase of books, publications and newspapers.

(c) Touring and miscellaneous matters:

Touring for 150 days in a year out of which touring of at least 15 days during the rainy season months.

Inspection of two Taluka offices every year regarding their entire working and implementation by them of Government orders and visits to all other Talukas. Inquiry into the causes of outstanding arrears and setting right the irregularities and the errors on the spot.

Jamabandhi of revenue accounts maintained by the Taluka and the Village Officers at the rate of one Taluka per sub-Division per year.

Inspection of the Sub-Divisional Offices with the object of (i) keeping contact with them, (ii) noting their efficiency in regard to the carrying out of the functions delegated to them, and (iii) advising and guiding them in the process of the discharge of their duties and the methods of work.

Watching the work of Mamlatdars and Prant Officers regarding the removal of encroachments.

Making an annual surprise inspection of his own office with a view to raise the level of its efficiency.

Administrative sanction and payment of grants for the maintenance and repairs of Second Class Irrigation Tanks in charge of Revenue Department and for the maintenance and repairs of Drains.

Fixing of water rates and recovery of all irrigation dues according to Demand Statements prepared by Public Works Department, Irrigation Department or Revenue Department, writing off, with the consent of the Executive Engineer, outstanding balances of irrigation dues upto a prescribed limit in any year in each village. According administrative approval to estimates for repairs to second class irrigation works subject to certain conditions.

Extending Jamabandhi period, sanctioning/writing off items from Jamabandhi owing to over-assessment, mistake of wrong entry in number shumari and sanctioning refund of land revenue. Cancelling grant of lands on breach of conditions, etc.

Making inquiries and keeping an eye on agricultural conditions in the Season, prospects of crops annawari, previous harvests, cultivation and irrigation, sales and mortgages of land and on natural calamities like fire, flood, drought, insects and pastes, cattle diseases, peoples' health, want of markets for agricultural produce, trend of trade and markets, public feelings, prosperity, welfare, difficulties, land revenue collection, rate of industrial development, wages and prices, progress in the execution of public works.

Inspection of Rain Ganges.

Submission of returns regarding rainfall, agricultural wages crop-cutting experiments, season and Crop Reports, etc, to the Director of Agriculture and to the Government.

Sanctioning rewards on the prescribed scale for destruction of wild animals.

Grant of land for housing site of artisans, labourers etc, at half the normal non-agricultural assessment.

Grant of permission for the laying of water mains, pipes, underground cables etc. for electric polls etc for overhead cables and for the construction of cess-pools through or over or under Government land and issuing licenses.

Relaxing marginal conditions in respect of constructions towards roads.

Sanctioning abatement of assessment on land acquired by a local body for a public purpose, & remitting assessment on land assigned or acquired for a public purpose.

Sanctioning exchange of lands in lieu of land taken up to public purposes.

Accepting surrenders of land relinquished to Revenue Department by other Departments, transferring lands to other Departments except to Army Department, and allowing Railway to dig for ballast in assessed waste land.

Permitting the use of water for agricultural purposes from a source vesting in Government on which no expense has been incurred by Government at any time.

Grant of permission for cultivation of reserved lands, prohibiting or regulating the cultivation of lands in river beds for melon or imposing certain conditions if required before granting permission.

(B) Pertaining to magisterial work:(i) Statutory Functions:✓ (Ref: The Bombay Regulation XII, 1827).

Instituting the rules regarding dharmasalas, liquor shops, public wells town-gates, and generally all places of public resort, regulating the hours at which they are to be opened, the manner in which they are to be used, the equal and appropriate application of their accommodation etc.

Taking of precautionary measures in the case of a person who may be unable to furnish satisfactory recognizance or security for his attendance.

Investigating the neglect or connivance against the inhabitants or the police establishment with regard to prevention, detection or apprehension in case of robbery committed within the boundry of a village or the ~~perpetrators~~ perpetrators of a robbery have been satisfactorily traced out and levying fines on substantiating the facts.

✓ (Ref. The Bombay Village Police Act, 1867)

~~The~~ Administration, control and direction of village police throughout the District.

Penalising any Police Patel or a member of a village establishment for negligence in duties.

Suspension of any Police Patel or a member of a village establishment subject to any criminal prosecution pending inquiry and trial.

✓ (Ref. The Criminal Procedure Code, 1898 (Central)

Disposal of appeals and revision applications against the judgements of the Resident First Class Magistrates as per schedule II.

Withdrawal of criminal cases instituted by the Police Department or the Government under this Act for the purpose of maintaining peace and order in the area and for freeing respectable persons for genuine reasons.

Filing of appeals against acquittals in the High Court and in Sessions Trial Cases through State Government where it has been the Complainant.

Preservation of law and order by resorting to various

(Ref: The Code of Criminal Procedure (Bombay Amendment) Act, 1926:

Control over Police Patels as subordinate magistrates.

(Ref: The Official Secrets Act, 1923 (Central):

Receiving reports from Police Officers taking action under Sec.11(2) of this Act.

(Ref: The Poisons Act, 1919 (Central):

Grant of licences for possession and sale of all types of poisons and corrosive substances.

Issuing of a warrant for the search of any place suspected of having possessed or sold poison in contravention of this Act or rules thereunder.

(Ref: The Indian Explosives Act, 1884 (Central) & the Rules thereunder)

Receiving of applications for the grant of the licences for explosives and ordering out inquiries through the Police Department.

Holding of inquiry himself or through his subordinates into the causes of accident by explosion or by fire attended with loss of human life or serious injury to person or property in connection with any place, carriage or vessel under the control of the Indian forces and submission of the report to the Central Government.

(Ref: The Bombay District Police Act, 1890)

Grant, renewal, suspension and cancellation of Hotel Licences, Issuing of various notifications for the regulation of traffic.

(Ref: The Bombay Prevention of Gambling Act, 1887):

Authorising by special warrant the Police Officers not below the rank of a Police Sub-Inspector for entry, search etc in gambling houses, taking into custody all suspected gamblers and seizure of all things used for the purpose of gambling, which are found therein.

(Ref: The Bombay District Vaccination Act, 1892)

Grant of permission for instituting prosecution of any offender under this Act.

(Ref: The Motor Vehicles Act, 1939, (Central):

Prescribing district speed limits.

(Ref: The Indian Petroleum Act, 1934(Central)):

Receiving applications annually in connection with the grant of Petroleum (Dangerous and Non-dangerous) Licences. In the case of dangerous petroleum, after obtaining remarks from the Dy. Superintendent of Police and the Executive Engineer, he has to forward his recommendations to the Explosives Inspector of West Circle, Bombay, for the grant of Retailor's Licence for the Petrol Pumps and the Licence for the Storage Godowns, though he can issue licences to Science Laboratories, etc. upto 60 gallons. As for the non-dangerous petroleum i.e. Kerosene, he has authority to issue licences for storage godowns and wholesale trade upto 5,000 gallons, beyond which he has to make enquiries and proposals to the Explosives Inspector as above.

(Ref: The Dangerous Drugs Act, 1930 (Central))

Issuing a Warrant for the arrest of a suspected offender under the Act.

(Ref. The Indian Extradition Act, 1903 (Central))

Issuing a warrant for the arrest of a fugitive criminal of any State including a foreign State if the crime had been committed within his jurisdiction, reporting thereof to the Central Government and detaining such a person.

Execution of warrants issued under Sec.7, detaining such persons, reporting such cases to Central Government for orders or releasing them on their executing bonds with sufficient security pending Government orders.

(Ref: The Military Authority (Assistance to Marching Troops) Act, 1827, (Central) & Bombay Regulations, 1827)

Direction to his subordinates to be in readiness to procure guides and to give necessary aid, on receipt of a report from the Commanding Officer in connection with march of military troops.

Resorting to impressment under orders of Central Government, in case of emergency or extensive aid being required by marching troops and fixing remuneration for services.

(Ref: The Bombay Public Security Measures Act, 1947):

Seeing that the persons arrested under the Act are produced before him within 24 hours of such arrests.

Apportionment or refund of a fine levied after due enquiry.

Grant of permission for movement of controlled commodities.

Detention, without giving reasons, of persons carrying on anti-social activities without coming into the clutches of law for technical or other reasons, and submission of case-papers to the Government Advisory Committee.

(Ref: The Indian Evidence Act, 1872 (Central):

Taking of Dying Declarations, holding of Identification Parades and Inquests and taking of Confessions.

(Ref: The Metal Tokens Act, 1889 (Central):

Sanctioning an offence under Sec.4 for being treated as a cognisable offence by a Magistrate.

(Ref: The Markets and Fairs Act, 1862)

Receiving applications for the establishment of new markets or fairs, issuing of proclamations, inviting objections and granting permissions in consultation with the Director of Agricultural Marketing and Rural Finance.

Altering by an order the days on which markets are held.

(Ref: The Dramatic Performance Act, 1876 (Central):

Ordering the prohibition of the performance of an objectionable drama, etc, calling for necessary information from the author, proprietor or printer of the drama and seizure of materials and arresting of persons trying to act in contravention of the prohibited order.

(Ref: The Cinematograph Act, 1918 (Central):

Grant of licences to exhibit cinematographs.

(Ref: The Bombay Entertainment Duty Act, 1923)

Discharging all the duties of the State Government under the Act except those prescribed under sections 1(3), 4(1), 4(2)(a), 6(3), 7(1), and 10.

Grant of permission to a proprietor to pay the amount of duty by a consolidated payment by requiring him to deposit a prescribed security and submit returns as prescribed.

Overall supervision on the implementation of the Act.
Entering any place of entertainment for inspection
regarding compliance of requirements.

Grant of exemption from payment of entertainment duty
on certain entertainments for philanthropic purpose and
for the members of a society.

(Ref: Rules for licensing and controlling theatres
and other places of public amusement, 1940)

Receiving of applications for licences, inviting objections
from the public by notifications and granting or refusing
no-objection certificates for construction of theatres,
cinema houses and mobile talkies and granting Licences for
premises and performances.

Directing prohibition of smoking during a performance.

Suspension or cancellation of a licence.

Directing the licensee to stop or to alter the performance
if he thinks it to be objectionable.

Entering a place of entertainment for verifying the proper
implementation of the Act.

Calling upon a proprietor for an entertainment to produce
books, records and tickets for inspection.

(Ref: The Indian Arms Act, 1878 (Central))

Grant of Licences for Fire-arms.

Maintenance of one of the copies of the Register of Arms
Licences. Receiving the notice of sale and particulars of
purchaser's name and address in case of the selling arms or
ammunition to any person ineligible to possess them.

Suspension or cancellation of licences for the security of
the public.

Grant of permission for institution of proceeding in certain
cases against any offender punishable under Sec.19.

Disarming any armed person without licence or acting in
contravention of this Act.

Searching any person having any arms, ammunition or
military stores for any unlawful purpose and detaining the
the arms in safe custody, if necessary.

Grant of Licences for import of toy, dummy or imitation
revolvers or pistols.

Grant of Exemption Certificates.

Refund of irregularly recovered fees not exceeding the prescribed amount.

Grant of permission to licensees to surrender and deposit their Arms at a Police Station.

Receiving intimations regarding sales of Arms.

Levy of additional fees in respect of renewals in certain cases.

Receiving reports regarding inspection of shops, stocks and accounts of licensed manufacturers or vendors.

✓ (Ref: The Bombay Municipal Boroughs Act, 1925):

Grant of permission for lodging of complaints in connection with offences under Sections 188 and 189.

✓ (Ref: The Indian Electricity Act, 1910 (Central):

Allowing an aerial line stay or strut to be fixed on any building or land and removal thereof. Determination of rent payable for the purpose by the private user to the owner of such premises.

Giving permission to a licensee or any person authorised by him to enter any premises after notice for examining and testing the electric wires, fittings, works, etc.

Trying offences under the Act.

Receiving notices from persons intending to use or transmit energy exceeding the prescribed wattage in any street, place etc.

Grant of permission for temporary illuminations.

✓ (Ref: The Indian Passport Act, 1920 (Central) & The Foreigners' Act, 1939 (Central):

Receiving applications for Passports, making necessary inquiries and forwarding them to the Regional Passport Officer within three weeks of their receipt.

2f: The Indian Lunacy Act, 1912 (Central)

Receiving applications for reception orders, making necessary inquiries, passing reception orders and appointment of substitutes for such persons.

Making reception orders in case of wandering and dangerous, cruelly-treated lunatics not cared or controlled properly.

Ordering detention of alleged lunatics pending report of a medical officer and pending removal to asylum.

✓ (Ref: The Cotton Ginning and Pressing Factories (Bombay Amendment) Act, 1936):

Compounding offences or levying composition fees in lieu of withdrawal, suspension or cancellation of licences.

(Ref: The Bombay Town Planning Act, 1915)

Taking necessary steps for enforcing possession of land on the request of the arbitrator.

(Ref: The Bombay Village Panchayats Act, 1933 & the Bombay Village Panchayats Taxes and Fees Rules, 1944)

Compelling, on the request of the Nyaya Panchayat, the accused to appear before it.

Approval of the levy of the Pilgrims Tax.

Grant of approval to Nyaya Panchayats for determining the limits for which the Market Fee and the Bazaar Fee shall be levied.

✓ (Ref: The Cattle Trespass Act, 1871 (Central)):

Establishment of pounds in villages not having Panchayats and appointment of pound-keepers, fixing rates for charges for feeding and watering impounded cattle, receiving fines, appointment of Taluka Officers to whom the pound-keepers should report about unclaimed impounded cattle, their disposal by public auction and disposal of money received as per the provision of the Act.

Nomination of officers to conduct sales of cattle.

Disposal of complaints and payment of compensation for detention of cattle in contravention of this Act.

Keeping control on the pound-keepers.

✓ (Ref: The Telegraph Act, 1885 (Central)):

Issuing order directing that the contents of any telegram shall not be transmitted, intercepted, detained or disclosed to the Government or its officials mentioned in the order and taking necessary steps for its compliance. Granting or rejecting applications for removal of alteration, from the person concerned, when the Telegraph authority omits to comply with the requisition made under Section 17 (1).

✓ (Ref: The Bombay Village Sanitation Act, 1889):

Directing the holding of meetings of the Sanitary Committees for taking action against the cognisable offences committed against the rules made by them under Sec.11.

Disposal of appeals against the orders passed by the Sanitary Committees.

(Ref: The Measures of Length Act, 1889 (Central):

Keeping certified measures of the standard yard, foot and inch.

(Ref: The Prevention of Cruelty to Animals Act, 1890 (Central):

Prescription of rates to be charged for shifting, maintaining and treating an animal in an infirmary

(Ref: The Bombay Abkari Act, 1878 & The Opium Act, 1878 (Central)

Holding of Abkari sales auctions, issuing licences to vendors of liquor and narcotic drugs like opium.

(Ref: The Epidemics and Diseases Act, 1897 (Central) & the Rules thereunder)
Issuing notifications regarding the outbreak of epidemics, small-pox, cholera, etc. and instructing the District Health Officer for necessary action.

(Ref: The Bombay Probation of Offenders Act, 1938)

Controlling the work of the Probation Officers

(ii) Administrative Functions:

Inspection of Police Stations.

Receiving reports from all Heads of Departments regarding serious riots, collisions, outrages having a political aspect, serious encounters with dacoits, calamities and other events having a political or administrative importance.

Receiving reports regarding loss of Government property due to disturbances from Police Officers.

Receiving reports regarding deaths in Police custody.

Receiving diaries of Police Officers. Receiving reports from the Police Prosecutors in cases of discharge or acquittals by a Magistrate.

Receiving Annual Police Administration reports.

Disposal of complaints regarding serious misconduct by Police Officers.

Scrutiny of non-police messages.

Verification, through the District Superintendent of Police, of character antecedent before a person is employed in the Central Government Service.

Issuing Domicile Certificates.

Recommending the appointments of the Public Prosecutors and of the District and Subordinate Government Pleaders.

Collection of up-to-date intelligence reports about possible or actual disturbances for any reason whatever affecting law and order anywhere in the District and taking all possible care and action for the maintenance of peace and tranquility, safeguarding the interests of Government against anti-Government elements and activities and protecting public life and property.

Keeping a watchful eye in connection with industrial disputes.

Informing Government of the anti-Government activities and elements.

Controlling the activities of District Police in administrative matters.

Deciding general policy regarding local festivals, processions, conflict of interest between different local communities or factions.

Grant of financial benefit for relief in case of fire.

Grant of special rewards for killing man-eating tigers, leopards etc., upto the prescribed limit.

(C) Pertaining to tenancy work:

(i) Statutory Functions:

(Ref: The Bombay Tenancy Act 1939)

Disposing appeals against the orders issued by the Mamlatdars in regard to declaration orders and compensation to tenants.

Issuing subject to general or special orders of Government, orders regarding postponement of rent to be given by the tenants to the Land-lords under Section 16.

(ii) Administrative Functions:

Exercising administrative control over the revenue offices in regard to this work.

(D) Pertaining to land acquisition work:

(i) Statutory Functions:

(Ref: The Land Acquisition Act, 1894 (Central))

Entering in and surveying the land to be acquired, issuing Notifications, hearing of objections, making of inquiries, submission of a detailed report to the Government, taking of orders for the acquisition of land for public purpose, taking of measurements, etc, deciding the compensation amounts, tendering their payments and rectifying mistakes in the compensation awards.

(Ref: The Land Acquisition (Bombay Amendment Act, 1945))

Deciding disputes regarding sufficiency of the amount paid or tendered for damages.

(ii) Administrative Functions:

Execution of agreements with companies, local bodies etc. in regard to acquisition of lands.

Sanctioning proportionate reduction of jodi on the land left in the owner's possession if the land acquired forms a part of Inam holding.

(E) Pertaining to supply work:

(i) Statutory Functions:

(Ref: The Bombay Fodder and Grains Control Act, 1939)

Grant of permission for removal of fodder or grains from a scarcity/famine area or other local area where restrictions on the movement are in force.

(Ref: The Bombay Essential Commodities and Cattle Control Act, 1946)

Exercising powers with regard to control of production, supply, distribution of certain commodities essential to the life of the community, the control and regulation of trade and commerce therein and the maintenance, licensing and movement of cattle, as delegated by Government from time to time.

(ii) Administrative Functions:

Acting as the Civil Supply Officer of the District.

Maintenance of the accounts of receipts into and expenditure out of his Personal Ledger Account for supply work.

Maintenance of account of the stock held in the godowns and submission of the returns prescribed by Government and the Accountant General.

Keeping an overall control on a group of itinerant accounts.

Supervisors stationed at Head Quarters for seeing that the accounts of the Taluka and godowns are maintained properly as per Rules.

Keeping control over Godown Inspectors stationed at Head Quarters for the administration of storage godowns.

Periodical verification of the stock of grains stocked in the godowns.

Keeping control over District Distribution Superintendent for supervising the correct functioning of the Storage and Distribution Organization in the District.

Seeing that adequate supplies of controlled commodities are brought into the District and sent to the various Godown Centres and Distribution shops according to their requirements.

Procurement, supply and distribution of all controlled commodities and articles.

(F) Pertaining to development work:

(i) Statutory Functions:

(ii) Administrative Functions:

Discharging the duties as the Chairman of the District Rural Development Board.

Implementation of the Post-war Reconstruction Schemes like construction of rural roads and wells, village water supply.

(G) Pertaining to Village Panchayats Work:(i) Statutory Functions:(Ref: The Bombay Village Panchayats Act, 1933):

Determining the number of members of a Village Panchayat, appointing dates for their election, inquiring into the validity or invalidity of elections and holding of fresh elections, extension upto 5 years of the term of office of members, convening of a meeting for the election of a Sar Panch if the President of the District Local Board fails to do so, deciding disputes regarding the validity of the election of a Sar Panch and Dy. Sr Panch, sanctioning the removal of any member by the District Local Board, filling in of a vacancy in case of the failure of the District Local Board to do so, sanctioning of expenditure over Rs.25 on any public reception ceremony or entertainment, calling for proceedings of the meeting of any Village Panchayat and requiring it to take into consideration any objections.

Grant of permission for lease of immovable property for more than 3 years and sale or other transfer of such property by the Village Panchayat.

Deciding the claim to property by or against the Panchayat.
Deciding the disputes regarding the elections of Nyaya Panchayat, the interests of its members in a suit or case referred to it, serving or rejecting the summonses on defendants or accused residing at that time out of the Village Panchayat limits, execution of its decrees and recovery of fines and compensation ordered by it as arrears of land revenue subject to certain conditions.

Recovery, on the request by the District Local Board, as arrears of land revenue, of any tax, fine, etc., which the Panchayat has failed to recover and the writing off of irrecoverable sums upto Rs.500.

Obtaining abstracts from the proceedings of meetings, any book or document in the possession or under the control of a Panchayat and any return, statement, account, audit note or report.

Ordering reduction in the establishment and in the remuneration, suspension of execution of any order of a Panchayat likely to cause public annoyance or breach of peace, execution at the cost of the Panchayat of any work essential for public health or in an emergency and

Ordering dissolution and reconstitution of a Village Panchayat on the alteration of the limits of a village.

Conducting an inquiry in regard to a proposal of declaring a local areas as a village.

Ordering reimbursement of loss, waste or misapplication of any money or other property of the Panchayat by its members and its recovery as arrears of land revenue and crediting it to the Village Fund.

(ii) Administrative Functions:

Making of rules prescribing the remuneration and conditions of services of Village Panchayat Secretaries.

(H) Pertaining to Treasury work

(i) Statutory Functions:

(Ref: The Pensions Act, 1871 (Central) and the Rules thereunder)

Disposal of claims for and payment of pensions (Including readmission of certain pensions), transfer of payments from one Treasury to another within his District, issuing of certificates under Rule 25, execution of Sanads in favour of payee/s and maintenance of the Register of Sanads, determining the names of the payees, subdivision of a pension etc.

(ii) Administrative Functions:

Shouldering responsibility for all the money, stocks of stamps, etc. in the Treasury.

Verification of cash balance in the Treasury on the first day of cash month.

Counting of balance of stamps, cheques and draft forms and securities at least once a year.

Satisfying once in a Quarter that the Deposit Registers are kept upto date and according to Rules .

Obtaining a certificate from the Executive Engineer to the effect that the building in which the cash, etc, are stored is a Strong Room.

Seeing that the Treasury and the Strong Room are properly guarded by the Police.

Counting of cash balance, stamps, securities, cheques and draft forms, while taking or handing over of the charge of his office, and furnishing a certificate to that effect to the Principal Audit Officer on the very day.

Submission of Cash Account to the Principal Auditor.

Systematic annual inspection of the District Treasury, with special reference to the Strong Room, Treasurer's Branch and Accounts Branch and verification of cash balance.

Ordering transfer of payments from one sub-treasury to another.

Inspection of Sub-Treasuries.

Executing deeds, contracts and other instruments; in the case of public debt etc, mortgage deeds given as security in connection with the employment of officers as treasurers and shroffs in District or Sub-District treasuries and agreements entered into with such officers, deeds of reconveyance of security given by shroffs in District and Sub-Treasuries. Grant of permission for allowing Bullion, jewellery and other valuables to be received in sub-treasuries for safe custody.

Immediate submission of a report to the Government and the Principal Auditor in case of any embezzlement or fraud in the Treasury, proper investigation into the defects, failures, negligence, etc. that might have led to its commission. Taking of suitable action for the removal of defects for the avoidance of its recurrence.

Disposal of treasury keys and padlocks which become unserviceable or are lost.

Exercising administrative control on the Treasury Officer who performs the following functions:

Conducting the day-to-day affairs of the Treasury according to Treasury Rules and Financial publications.

Keeping for safe custody the Cash Chests of Government Departments, Banks and societies.

Receiving a Cash Balance Report and a Memo of Stamps from Sub-Treasury Officers every month.

Receiving Daily sheets detailing all transactions at Sub-Treasuries from all Sub-Treasury Officers and their incorporation in the District Treasury Accounts.

Keeping in his personal custody the Cypher Code, the Check Signal Book and other confidential records.

Submission of Treasury Accounts in the form of Cash Account and the List of Payments with Schedules and vouchers to the Principal Auditor.

Submission of Indents (four-monthly and annual) for non-postal stamps to the Superintendent of Stamps.

Submission of monthly Memoranda regarding Receipt and Issue of Stamps to the Accountant General and its copy to the Superintendent of Stamps.

Supply of Stamps on bi-monthly indents to Sub-Treasuries.

Supply of postage stamps to the Post Offices in the mofussil.

(I) Pertaining to jails work; (Specialised part of the
Magestrial work)

(I) Statutory Functions:

(Ref: The Prisons Act, 1894 (Central))

Giving of orders in respect of a prison to its Superintendent.

Inquiry and trial of prisoners committing frequent breach of discipline and requiring punishment stricter than that which can be awarded by the Superintendent.

(Ref: The Prisoners' Act, 1900 (Central))

Certification of non-fitness for removal of a prisoner on account of his sickness or other infirmity.

(Ref: The Identification of Prisoners Act, 1920 (Central))

Directing any person to allow his measurement or photograph to be taken for any investigation or proceedings under the Criminal Procedure Code and issuing orders for their disposal in any other manner if such a person is released without trial discharged or acquitted by any Court and the materials are not destroyed or returned to him.

(ii) The Administrative functions:

Discharging the duties as the ex-officio Chairman of the Board of Visitors of the Sub-Jail.

Appointment, with the prior approval of Government, of the non-official visitors of the Sub-Jail.

Arranging the weekly visits of the members of the Board of visitors to the Sub-Jail and convening a Quarterly Meeting of the Board.

Authorising, by addressing a letter to the Superintendent/Jailor, any police officer to interrogate any prisoner.

Receiving Special Reports from the Superintendents as specified in the Bombay Jail Manual, viz., on the outbreak of epidemics in the Jail, on marks of violence on under-trial and convicted prisoners, on escape of a prisoner, on death of a prisoner, etc.

Making recommendations, after necessary inquiries, in case of ex-military prisoners convicted by Court Marshall or Naval Courts for their classification.

Classification of a prisoner as a habitual criminal in case of omission of his classification by the convicting Magistrate, revision of classification.

Taking action on cases of prisoners recommended for release on medical grounds, giving opinions in case of premature release of prisoners and in regard to prisoners to be released on furlough.

Deputation of an Executive Magistrate to attend the execution of a prisoner sentenced to death and countersigning the report thereof to the Sessions Judge.

Grant of convicted and under-trial prisoners from one sub-jail to the other.

Inspector^{ial} of Sub-Jails.

Grant of permission for the purchase of provisions departmentally.

Exercising the duties of the Controlling Officer of the Taluka sub-Jails in all matters including the provision of building clothing, bedding, supervision, transfers, etc.

Issuing orders to the Superintendent of the Head Quarter Sub-Jail in routine matters and submitting proposals to the Inspector General of Prisons in other matters.

Discharging the duties as the President of the Jail Advisory Board Committee.

(J) Pertaining to registration work:

(i) Statutory Functions:

(Ref: The Indian Stamp Act, 1899 (Central) & the Bombay Stamps Supply and Sales Rules, 1934)

Disposal of applications for denoting duty and certification where the duty has already been paid or that duty is not chargeable.

Routing of Promissory Notes, Shares Certificates, etc for affixing adhesive stamps on them.

Stamping of instruments other than bills and notes executed out of India within the stipulated period and levying penalty for late submission.

Receiving impounded instruments and ordering or refunding penalty amounts and prosecuting the wilful offenders.

Granting certificates on instruments bearing improper stamps. Sanctioning refunds of Registration Fees.

Disposal of applications for making allowance for spoilt and misused stamps or unused forms no longer required by Corporations.

Making of revision references to the Appellate Courts against the decisions of any Court regarding the sufficiency of stamps.

Inspection of books, registers, papers, proceedings, etc, in the custody of any officer, for the purposes of this Act

Appointing Licensed Vendors and demanding necessary securities from them.

(Ref: The Indian Registration Act, 1908 (Central)).

Temporary filling up of a vacancy of a Sub-Registrar.

Registration of certain documents.

Condoning of delay upto four months in presentation of documents for registration.

Registration of any document without regard to the situation of the property or the jurisdiction of his subordinate Sub-Registrars.

Receiving in deposit a will in sealed cover from the testator or his duly authorised agent.

Maintenance of the Registers as prescribed under Sec.51.
Superintendence, control and direction of the Sub-Registrars.

Disposal of the applications or appeals against the orders of the Sub-Registrars in refusing registration.

(Ref: The Births, Deaths and Marriages Registration Act, 1886
(Central)

Registration of Civil Marriages.

(ii) Administrative Functions:

Inspection of Sub-Registrars' Offices.

Making direct payment of refund of spoiled stamps and court fees subject to certain conditions.

(K) Pertaining to survey and settlement work:

(i) Statutory Functions:

(Ref: The Bombay Land Revenue Code, 1879, and the Rules thereunder)

Measurement, laying out, fixing, construction and maintenance of and the carrying out of the decennial programme of repairs to boundry marks according to Survey Settlement and their inspections.

Penalising the offenders after summary inquiry for injuring boundry marks. Disposal of disputes regarding the boundry marks.

Determination of the limits of sites of villages, towns and cities.

Sanctioning modification in the Survey Numbers.

Publication of the Settlement Report and its submission with his remarks to Government.

Commutation and fixing of assessment of certain types of regularly unassessed lands.

Maintaining the survey records and Records of Rights of village and city lands.

(ii) Administrative Functions:

Exercising administrative control on the District Inspector or Lands Records who performs the following functions:

Supervising and taking a field test of the measurement, the classification and the Pot Hissa work done by the District, Cadastral, Maintenance and Pot Hissa Surveyors.

Securing the proper and prompt disposal of all measurements and other work done by the Surveyors' Staff and the District Survey Office Establishment by scrutinizing their Diaries and Monthly statements.

Taking a small test of as many Circle Inspectors' and Village Officers' work as possible in respect of the Record of Rights and the Tenancy and the Crop Registers and of the Boundry Marks repairs.

Seeing that the Government waste lands are not being unauthorizedly used.

Seeing to the correctness and punctuality of the work done in the District Survey Offices.

Seeing that the theodolite stones in the villages surveyed on the Minor Triangulation method are maintained properly and arranging for their inspection and replacement.

Compiling the Hazur Statistical (Agricultural) Forms.

Maintaining the accounts and watching the recovery of the City Survey and Pot Hissa dues.

Inspecting the City Survey Offices every year and sending of the Inspection Memos to the Superintendent of Land Records

Arrangement for the training of the Deputy Collectors, the Probationary Mamlatdars, the Circle Inspectors, Clerks and the Talatis in survey and settlement matters.

Advising the revenue officers in the District in all technical matters concerning the maintenance of the survey records and the Record of Rights. Inspection of Mamlatdars' offices in LND (land) and BND (Boundary) cases, submitting proposals for new city surveys Government through Superintendent of Land Records.

(N) Pertaining to Census Work:

(i) Statutory Functions:

(ii) Administrative Functions:

Administering all the Census Operations in the District.

(O) Pertaining to miscellaneous work:

(i) Statutory Functions:

✓(a) (Ref: The Indian Civil Procedure Code, 1908 (Central)

Receiving decrees against agriculturist debtors involving sale of immovable property or any interest therein, transferred to him under Section 68 of this Code.

Recording the details of the decrees in the prescribed Register and sending them to the Mamlatdars for execution under the Rules.

Fixing up of the upset price of the property in question.

Returning the decrees duly executed to the Civil Court for record with the execution proceedings.

(Ref: The Bombay Growth Food-Crops Act, 1944)

Prescribing maintenance of existing proportion of growing food crops, maximum proportion of non-food ~~and~~ crops and minimum proportion of food crops to be grown by the cultivators prohibiting the growing of non-food-crops in succession years.

Adding, amending, varying or rescinding any orders issued in connection with prescribing the proportion of crops to be grown etc.

Granting exemption wholly or partially to any cultivators from any or all the provisions of the Act or any order made thereunder.

(Ref: The Military Authority (Assistance to Marching Troops Act, 1827 (Central)

Determination of the monetary aid to and the charges for public service rendered to or damages to be paid by the troops.

✓ (Ref: The Guardians and Wards Act, 1890 (Central))

Submission of application to the Court for guardianship of a minor and the performance of all duties as a guardian, if appointed.

Submission of application, with the sanction of the State Government, to the Court for being discharged as a guardian.

Passing orders regarding the writing off of irrecoverable dues of estates managed under the Act to the extent to Rs 5000.

✓ (Ref: The Bombay Court of Wards Act, 1905)

Exercising all powers as the Court of Wards.

Assumption, with the previous sanction of the State Government, of Superintendence of the estate of any disqualified land-holder or a pension-holder.

Assumption of superintendence on the application of a land-holder or a pension-holder for the benefit of his family.

Submission of application to the District Court for allowing temporary custody of heirs and protection of property in the case of the death of a landholder or a pension-holder whose heirs should be disqualified as per Section 5.

Issuing an order requiring claimants to submit their claims and supporting evidence against the property of such wards, investigation of the claims and decision thereof.

Submission of proposals to Government for withdrawal of superintendence in hopeless cases where the property involved is most insufficient for the settlement of claims and other cases as prescribed in Sec. 40.

Management of the property for the benefit of the Government Ward.

Appointment of a Manager of the property of the Government Ward.

Recovery of arrears of rent as arrears of land revenue in regard to estates taken under management and writing off of irrecoverable dues upto the prescribed limit.

Appointment of guardians for the care of the persons of Government Wards.

Determining the custody and residence of the Government Ward under his superintendence and passing orders regarding the education of minors.

Determining the expenses to be allowed to the Government Ward, his family and his dependents.

Sale, exchange, mortgage, charge or letting out of the property for the benefit of the Government Ward subject to the conditions laid down.

Summary eviction of any person unauthorisedly occupying or in possession of any immovable property under its superintendence.

Disposal of appeals against orders passed by his subordinates.

✓ (Ref: The Indian Lunacy Act, 1912 (Central)):

Applying to the District Court and obtaining its order to take charge of a lunatic and his estate (Which must partly consist of land), appointment of a Manager of the estate and a guardian of the lunatic, supervision over their work, receiving prescribed Statement of Accounts regularly and terminating their appointments for sufficient cause.

✓ (Ref: The Indian Soldiers (Litigation) Act, 1925 (Central))

Certification of a soldier's inability to appear before a Court for suspension of its proceedings in certain cases.

✓ (Ref: The Bombay Finance Act, 1932 & the Bombay Electricity Duty Rules.)

Visiting the premises and monthly inspection of the prescribed Books of Accounts of Licensees, reading of meters and meter-cards, etc. for verification of entries and calculations regarding electricity duty recoverable, adjustments and exemptions allowable, etc.

Deciding the disputes between the Licensees and the consumers.

✓ (Ref: The Bombay Weights and Measures Act, 1932)

Keeping in Government Treasury at Kheda and other prescribed places, the secondary standards approved by Government.

Sanctioning the institution of the prosecution under the Act.

✓ (f) (Ref: The Co-operative Societies Act, 1912 (Central)):

Supervision of co-operatives by having an access to the books, accounts, papers, securities and information regarding their transactions and working.

Suggesting the Registrar to institute an inquiry into the Constitution, Working and financial condition of a co-operative society.

✓ (Ref: The Bombay Co-operative Societies Act, 1925)

Execution of the Registrar's orders regarding transfer of immovable property to a society.

Taking of precautionary measures for the recovery of the dues of a society.

Deciding disputes pertaining to claims to lands to be included in the farming scheme on the reference by the Enquiry Officer.

Recovery, on the application from a society, of its awarded dues as arrears of land revenue.

✓ (Ref: The Bombay Livestock Improvement Act, 1933)

Assisting the Livestock Officer in carrying out the provisions of the Act including the giving of information of and taking of all reasonable measures for preventing the commission of an offence under this Act.

(Ref: The Bombay (District) Tobacco Act, 1933)

Assisting the Tobacco Officer in carrying out the provisions of the Act, including the giving of information of and taking all reasonable measures for preventing the commission of an offence under this Act.

✓ (Ref: The Bombay Agricultural Produce Market Act, 1939)

Holding of elections of the members from the different constituencies on the Market Committees.

✓ (Ref: The Bombay Land Improvement Schemes Act, 1942)

Discharging the duties as a member of the Board Constituted under the Act.

✓ (g) (Ref: The Bombay Village Sanitation Act, 1889)

Appointment of a Sanitary Committee, approval of the Village Rules made by the Committee and approval of its annual Budget.

Disposal of appeals regarding the levy of voluntary subscription.

Appointment of a Sanitary Board, approval of its Rules, grant of approval to the appointment of its Sanitary Inspector and other officials.

Nominating a member or officer for carrying out the orders of the Board.

Directing the Board to meet to dispose of cases of all offences against its rules.

Prescription of the forms of accounts to be maintained by the Board.

Disposal of appeals regarding the rate of local Fund Cess.

Grant of permission for every lease, sale or other transfer of immovable property in which the term exceeds three years' period.

Allowing the Board to incur expenditure beyond its limits.

Approving a list of banks for keeping surplus funds of the Board.

Appointment of officers to advise the Committee or the Board
appointment of officers for recovery of fines, rates or sums assessed and not paid.

Removal of any member or Chairman of the Committee or Board with the sanction of the Director of Local Authorities and filling up the vacancies.

Grant of permission to take loans.

Approval of works carried out jointly by two or more Committees and the division of costs among them.

Assigning services of the inferior servants and fixing their remuneration.

Allowing the District or Taluka Local Board to grant loans to the Sanitary Committee.

Ref: The Bombay District Municipal Act, 1901, and the Rules thereunder)

Issuing directions to the municipalities for the erection and maintenance of boundary marks.

Submission of Government to objections received in connection with the alterations of municipal districts.

Arranging for the election of municipal councillors.

Deciding as to whether a vacancy of a Councillor has occurred or not.

Calling of the meeting for the election of the President for the vice-President of a newly constituted municipality and presiding over it.

Exercising the powers and performing the duties of the President in case of simultaneous fall of vacancies of the offices of the President and Vice-President pending their election.

Deciding the claims to property by or against the municipality.

Grant of permission to the municipalities for any public reception, ceremony, entertainment etc, to offer a nominal bid in an auction of immovable property, to take possession of Government land lying within a regular line of a public street for establishing slaughter-houses or places for the disposal of carcasses of animals beyond the municipal limits and to issue orders under section 126, allowing the municipality to auction Government queries and places.

Inspection of and supervision over the immovable properties owned or occupied by the municipality or any of their works in progress, calling for any abstract from the proceedings of meetings or from any book or document in possession of a municipality or any return, statement, account or report from it.

Suspension or prohibition of any act by any municipality which may cause injury or annoyance to the public and submission of a report to the Director of Local Authorities.

Disqualifying any councillor for certain acts.

Execution in an emergency, of any work of a municipality at its costs.

(Ref: The Bombay Municipal Boroughs Act, 1925 and the Rules thereunder)

Forwarding of every objection received under Section 7 to the Government.

Deciding whether a vacancy has occurred under Section 12 and 28
Arranging for the election of municipal Councillors.

Convening of a meeting of a newly constituted municipality for the election of a President and a Vice-President.

Obtaining of all copies of all resolutions passed by the Municipality.

Deciding claims to property by or against the municipality.

Grant of permission to the municipality to take possession of Government land lying within the regular line of a public street and for removal of encroachments in the Government open space or land or in connection with Government query etc.

Inspection or supervision of any municipal works and calling for information.

Suspension of the execution of orders/resolutions of the municipality and the carrying out of any work in emergency at the cost of the municipality and sending of a report with reasons to the Director of Local Authorities.

Disqualifying a councillor for certain acts.

(Ref: The Bombay Town Planning Act, 1915)¶

Receiving of objections from persons affected by a proposed variation of the scheme, for transmission to the Government.

(Ref: The Bombay Local Boards Act, 1923)¶

Preparation, revision and publication of the lists of voters for each constituency and the fixing of the dates for elections.

Convening of the first meeting of a newly elected Local Board for the election of a President and a Vice President and referring of any dispute in this regard to Government

Exercising the powers and performing temporarily the duties of the President and the Vice President in the case of the fall of vacancies of both the posts.

Granting concurrence for any public reception, ceremony entertainment or exhibition.

Grant of sanction upto one year only for leasing or permitting the use of unwanted public-road land.

Assignment of a part of local fund or toll levied on a road jointly belonging to Government and the Local Board.

Sanctioning expenditure upto Rs.200/- out of the Local Fund.

Ascertainment of the amounts to be paid by the Local Board to certain municipalities.

Receiving the annual accounts, Budget Estimates, Re-appropriation statements and particulars of emergency expenditure not provided in the budget.

Annual sending to the Board, of returns of actual, revised estimates and first estimated incomes of local funds.

Fixing the cess in certain cases.

Inspection and supervision over the immovable properties owned, occupied or under the control and management of the Local Board or any of its work in progress, calling for any abstract from the proceedings of the meetings of the Board or any committee appointed by it or from any book or document in the possession of or under its control and calling for any return, statement, account or report from the Board.

Suspension of the orders/resolutions of the Local Board, carrying out of any work in emergency at the cost of the Board and submission of a report with reasons to the Commissioner.

Sanctioning grants to District Local Board.

Inquiry ~~and~~ orders regarding transfer of properties of Village Panchayats to the District Local Board.

(Ref: The Bombay Local Fund Audit Act, 1930 and the Rules thereunder)

Asking the examiner, Local Fund Accounts, to arrange for special/detailed audit of a Local Authority.

Taking of further action against the Chief Executive of a local authority, in connection with the non-compliance with the requirements of an Auditor on his Report.

Taking of action in connection with defalcation or loss in money or stores reported by the Chairman or the President.

✓j) (Ref: The Court Fees Act, 1870 (Central))

Requiring, after proper inquiry, the raising of the valuation of the property of a deceased person by him or by moving the Court hearing the application for the Probate or Letters of administration.

Disposal of applications for the renewal of damaged or spoilt Court Fee Stamps.

✓ (Ref: The Court Fees (Bombay Amendment) Act, 1946)

Receiving a copy of the decree regarding taxing of Court fees and their recovery in suits for mesne profits or accounts from the Courts for the recovery as arrears of land revenue.

(q) ✓ (Ref: The Treasure Trove Act, 1878 (Central))

Establishment of the Identity of owners of treasure-finds i.e. of cash or valuables over Rs.10 which the finder is by this Act required to report to him, distribution, thereof among the claimants accepted or acquisition thereof on behalf of Government, exercising the powers of a Civil Court under the Civil Procedure Code for the trial of suits.

✓ (Ref: The Ancient Monuments Preservation Act, 1904, (Central))

Purchasing, taking on lease, accepting or entering into an agreement, with the sanction of the Central Government, for the preservation of the protected monuments in the District and taking all actions in connection with the efficient management in this regard including grant of permission for archeological research.

(ii) Administrative Functions:

(a) Construction and repairs of village Choras.

Repairs to Irrigation Tanks and levy of Irrigation Tax.

Submission of proposals to Government for territorial changes either by amalgamation or separation.

Arranging the taking of the quinquennial Cattle Census in the District.

(b) Discharging the duties as the Chairman of the District Soldiers, Sailors and the Airmen's Board.

Sanctioning the renting of ordinary office accommodation subject to certain conditions.

(g) Control over local self-Government bodies. All their correspondence with Government has to be channeled through him.

Intervention in the affairs of local bodies in emergency, e.g. superseding a Municipality by obtaining Government orders.

Supervision and annual inspection of municipalities.

Receiving complaints regarding municipalities and their disposals.

Correspondence in connection with audit Notes regarding Municipal Accounts drawn by Local Fund Accounts Examiners.

- (a) Submission of periodical reports and Annual Administration Reports to Government.

Acting as the top-most Executive and the most important Local representative (like the Public Relations Officer) of the Government in the District.

General superintendence of the working of the officers of other departments and the local bodies in the District according to the needs and exigencies of the District Administration.

(Administrative interference in matters beyond his immediate control is not within his jurisdiction. His duty is to see that nothing untoward wrong occurs in his District and that the work of various departments and bodies is properly co-ordinated).

Keeping himself informed of everything that goes on in the District as would affect the people of the District directly or indirectly. Collection and preservation of figures and important information from various Departments.

Popularising of Government policies and schemes, maintaining contact with the public through individual contacts with selfless, non-political local workers, by receiving applications/petitions direct from public, through Press Conferences, through occasions like the holding of "Jamabandhi Darbars" of village officers, through personal interviews and through direct individual and mass contacts with the village.

Carrying on of correspondence of all types with the public the Government and other departments and institutions.

Remaining present on the station platform to receive or to say 'good-bye' to the Governor when the latter pays a visit to the former's District.

Maintaining records - files and registers - uptodate as prescribed under the "ABCD List" and Government Orders from time to time.

Maintenance of Dead Stock Registers.

Issuing permission for the purchase and repairs of Dead Stock articles to subordinate offices in the mofussil.

Maintenance of the Office Library.

ⁿ
Identifying stationery and printed forms from the Government Printing and Stationery Department.

Receiving and dispatch of "Tapal".

Granting administrative approval of Plans and Estimates of Government buildings prepared by the Executive Engineer upto a prescribed limit and submitting his recommendations to Government when they exceed this limit.

Celebrating the Flag Day and the Hostel Day (for military personnel), arranging for collections by fixing Taluka targets and remitting them to the respective institutions.

Payment of scholarships, loans, etc to families of ex-Servicemen sanctioned by the State Board of Sailors, Soldiers and Airmen.

Submission to higher authorities of proposals regarding grants, loans for longterm capital projects, Rules and Bye-lawa and amendments thereto, sale of Municipal Street-land, Staff Service Rules, etc. received from the Municipalities.

Executing contracts for hire or purchase and lease or sale of buildings for Government.

Selling or dismantling Government building.

Functions of the Collector as at the end of 1961

(A) Pertaining to revenue work:

(i) Statutory Functions:

(a) All functions pertaining to the following enactments as detailed out in appendix I:-

1. The Bombay Land Revenue Code, 1879 & the Rules thereunder.
2. The Exemptions from Land Revenue (No.1) Act, 1863.
3. The Exemptions from Land Revenue (No.2) Act, 1863.
4. The Revenue Recovery Act, 1890 (Central).
5. The Invalidation of Hindu Ceremonial Emoluments Act, 1926
6. The Bombay Devadasis' Protection Act, 1934 & the Rules thereunder
7. The Mamlatdar's Courts Act, 1906.
8. The Bombay Hereditary Offices Act, 1874.
9. The Matadars' Act, 1887.
10. The Bombay Irrigation Act, 1879 & the Rules thereunder
11. The Bombay Non-agriculturists Loans Act, 1928 and the Rules thereunder.
12. The Bombay Partition Act, 1908.
13. The Land Improvements Loans Act, 1883 (Central).
14. The Agriculturists' Loans Act, 1884 (Central).

(b) All functions pertaining to the respective additional enactments as detailed out below:

1. The Baroda State Gram Nokari Niyam, 1923:

Disposal of appeals against the orders of the Prant Officers regarding inferior village servants.

2. The Bombay Bhagdari and Narvadari Tenure Abolition Act, 1949

Determining and awarding the compensation for the extinguishment or modification of rights in lands.

3. The Bombay Maleki Tenure Abolition Act, 1949:

Determining the compensation for the extinguishment or modification of rights in lands.

4. The Bombay Talukadari Tenure Abolition Act, 1949:

Disposing rights on public roads, lanes, etc. vested in Government

Determining compensation to Talukadars for the extinguishment or modification of rights in public roads, etc, vested in Government and disposing the Talukari lands.

5. The Bombay Paragana and Kulkarni Watans
(Abolition) Act, 1950:

Sanctioning transfer or partition of occupancy of lands regranted under the provisions of this Act.

Determination of compensation for the abolition, extinguishment or modification of personal rights or interests in property.

6. The Bombay Saranjan Jahagirs and Other Inams of
Political Nature Resumption Rules, 1952:

Determining compensation to the Inam holders.

7. The Bombay Personal Inams Abolition Act, 1952:

Disposal of public roads, paths, lanes, etc, situated in Inam villages subject to the orders of Government.

Determining and awarding compensation to Inamdars for the abolition of rights including acquisition of Service Inams.

8. The Bombay Merged Territories (Ankadia Tenure Abolition)
Act, 1953:

Disposal of uncultivated lands, waste lands, etc., situated in an ankadia village.

Determining and awarding compensation to ankadedars and any other persons for the extinguishment or modification of their rights.

9. The Bombay Merged Territories (Baroda Watan Abolition
Act), 1953:

Sanctioning the transfer or partition by metes and bounds the occupancy of the land regranted under this Act.

Deciding applications for non-provided compensation for the extinguishment or modification of rights in lands.

10. The Bombay Merged Territories Matadari Tenure
Abolition Act, 1953:

Determining and awarding compensation for the extinguishment or modification of rights of Matadars and of persons other than Matadars.

11. The Bombay Land Tenures Abolition (Recovery of Records) Act, 1953:

Receiving land records from tenure-holders even by making searches.

12. The Bombay Merged Territories and Areas (Jagirs Abolition) Act, 1953:

Determining and awarding compensation for abolishing, extinguishing or modifying any rights of Jagirdars.

13. The Bombay Service Inams useful to Community (Gujarat and Kokan) Resumption Rules, 1954

Determining compensation for the extinguishment of the rights of holders of Community Service Inams.

14. The Bombay Merged Territories (Miscellaneous Alineation) Abolition Act, 1955:

Grant of permission for transfer or partition of the occupancy of land by metes and bounds.

Disposal of public roads, paths, lanes, etc. situated in alienated lands, subject to special or general orders of Government.

Determining and awarding compensation in respect of alienated lands to alienee entitled to compensation under the provisions of this Act.

15. The Bombay Inferior Village Watan Abolition Act, 1958

Resumption of service Inam Lands, ^{want} regarding them by charging occupancy price at 3 times the assessment and sanctioning compensation to the Inferior Village Servants for the loss sustained.

16. The Bombay Bandhi Jam Uddhad and Ugadia Tenure Abolition Act, 1959:

Conversion of fixed assessment into discretionary assessment.

17. The Bombay Agriculturist Debtors Relief Act, 1947:

Recovery of the amounts of awards as arrears of land revenue on the order of a Court.

18. The Bombay Minor Minerals Extractions Rules, 1955, the Mines and Minerals (Regulation & Development) Act, 1957 (Central) and the Mineral Concessions Rules, 1960 (Central) :

Submission of proposals regarding mining and quarrying leases to Government.

(ii) Administrative Functions:

Establishment matters:

(c) All functions as detailed out in Appendix I, under this head, with the following additional ones:-

Appointing Clerks and Aval Karkuns in the National Extension Service and Community Development Blocks.

Appointing temporary staff for a period not exceeding one month when the staff is required to be engaged urgently.

Granting a third chance to a candidate belonging to a Backward class for appearing at the Revenue Qualifying Examination.

Granting extension of second year for appearing for the S.S.D. examination and exemptions to clerks.

Granting exemption to displaced persons absorbed as clerks or talatis from passing the regional language test.

Granting exemptions and extensions to Mamlatdars for the Regional Examinations.

Holding of Coloquial, Lower and Higher Hindi Examinations for Government servants of all the Departments of the State in the District.

Holding of the Regional Language Test for Non-Gujarati Government servants.

Accounts matters:

(e) All functions as detailed out in Appendix I, under this head, with the following additional ones:

Sanctioning tentage advances upto the prescribed limit.

Granting advances for house-building purposes from the General Provident Fund and executing the necessary agreements and deeds on behalf of Government.

Maintaining accounts of dues of merged States.

Touring and Miscellaneous matters:

(c) All functions as detailed out in Appendix I under this head, with the following additional ones:-

Audit of Tagavi accounts maintained by the Taluka Offices.

Co-ordinating the activities of District Offices in the District by holding monthly meetings at the District Headquarters and other places.

Holding monthly meetings of the Mamlatdars and the Prant Officers.

Holding monthly meetings of the staff of the Collectorate.

Surprise inspection of offices of other departments in the District.

Visiting 20 villages per month including the remote ones, camping at villages away from main roads and off the beaten tracts to acquire an intimate knowledge of the District and making 30 Tent Camps during the period from October to March.

Inspection of 'Dafters' of the Circle Inspectors.

Holding and supervising annual District Training Classes for Circle Inspectors and Circle Officers. Distributing the subjects to be taught among his subordinate officers and teaching of important subjects like Correspondence, Police, Watan, etc.,

According special courtesies to the President, the Vice-President and the Prime Minister, when they are on tour in his district.

Administering the territories of the merged states, privy purses, and determining heirships of Thakars (of Khambhat, Wadasinor, Punadra, Chodasar, Umeta, Zer and Nirmali).

Attending to various activities mentioned below in connection with the tours of the Ministers the Deputy Ministers, the speaker of the Vidhan Sabha and Governors of the other States:

- (i) Welcoming, remaining present at public functions or at the time when they receive deputation & giving a send off during their tours if at headquarters and directing his senior gazetted assistant to perform these functions if the visits are to places outside his headquarters.
- (ii) Making arrangements for suitable accommodation for supplies, Carriage of luggage, transport and other reasonable requirements.
- (iii) Informing the officers of the Central Government stationed in the District and the Local Member of the Legislative Assembly.

Sanctioning or postponing the decennial programme of boundry marks repair.

Granting permission for recovery of land revenue or unsold forfeited land.

Granting permission to gift New Tenure lands.

Conversion of New Tenure land into Old Tenure if the conversion is intended for residential buildings or industrial purposes.

Authorising exchange of occupied lands between the occupants of New Tenure lands.

Sanctioning exchange of Government lands with private land when no concession is involved.

Disposal of applications for the exchange of New Tenure lands with other lands held on old or new tenure, subject to certain conditions.

Relaxing marginal conditions in respect of constructions towards roads.

Assignment of Government land to Municipalities and Local Bodies for use as air spaces on certain conditions and its cancellation.

Sanctioning grant of revised or renewed 'Sanads' for land or cash allowance.

Grant of timber from non-forest waste lands upto the prescribed value.

Authorising selected Circle Inspectors to make inquiries into applications for Tagavi loans under the Land Improvement Loans Act.

Recommending reduced rate or no interest on Tagavi Loans .

Granting in the event of famine, loans upto the prescribed limit for irrigation works in tracts where the supply of water is precarious.

Creating temporary Tagavi posts and engaging temporary establishment for recovery of exceptional arrears of land revenue or irrigation.

Authorising selected Aval Karkuns to draw the amount of Tagavi loans on Abstract Bills and disburse them to the borrowers in the villages.

Implementing the Well Schemes and the Pumping-set Scheme through the Land Mortgage Bank.

Sanctioning loans upto Rs.2000/- under the Horticultural Development Scheme.

Watching of recovery of loans granted to people by the ex-Rules³ of the merged territories.

Watching of the recoveries of Tagavi Loans made by the village officers.

Issuing public notices, prescribing certain dates for receiving applications for Tagavi loans in Kharif and Ravi seasons.

(B) Pertaining to magisterial work:

(i) Statutory Functions:

(a) All functions pertaining to the following enactments as detailed out in Appendix I:

1. The Bombay Regulation, XII, 1827
2. The Bombay Village Police Act, 1867
3. The Code of Criminal Procedure (Bombay Amendment) Act, 1926
4. The Official Secrets Act, 1923 (Central).
5. The Poisons Act, 1919 (Central).
6. The Indian explosives Act, 1884 (Central) & the Rules thereunder.
7. The Bombay Prevention of Gambling Act, 1887.
8. The Bombay District Vaccination Act, 1892.
9. The Motor Vehicles Act, 1939 (Central).

12. The Indian Extradition Act, 1903 (Central).
13. The Military Authority (Assistance to Marching Troops) Act, 1827 (Central) & the Bombay Regulations, 1827
14. The Indian Evidence Act, 1872 (Central).
15. The Markets and Fairs Act, 1862.
16. The Dramatic Performance Act, 1876
17. The Cinematograph Act, 1918 (Central).
18. The Bombay Entertainment Duty Act, 1923.
19. The Rules for Licensing and Controlling Theatres and the other Places of Public Amusement, 1940.
- 20. The Metal Tokens Act, 1889 (Central).
21. The Indian Arms Act, 1878 (Central) & the Rules thereunder.
22. The Indian Electricity Act, 1910 (Central).
23. The Bombay Municipal Boroughs Act, 1925.
24. The Indian Passport Act, 1920 (Central).
- 25. The Foreigners' Act, 1939 (Central).
26. The Cotton Ginning and Pressing Factories (Bombay Amendment) Act, 1936
27. The Cattle Trespass Act, 1871 (Central).
28. The Telegraph Act, 1885 (Central).
29. The Bombay Village Sanitation Act, 1889.

- (b) All functions pertaining to the following enactment as detailed out in Appendix I, except the following:

The Criminal Procedure Code, 1898 (Central)

Disposal of appeals and revision applications against the judgements of the Resident First Class Magistrate as per Schedule II.

- (e) All functions pertaining to the respective additional enactments as detailed below:

1. The Bombay Police Act, 1951:

Controlling the District Superintendent of Police in exercising general powers under this Act and the District Police Force.

Making of rules for regulation of traffic and for preservation or order in public places.

Prohibiting certain acts for prevention of disorder, directing discontinuance of brothels, taking special measures to prevent outbreak of epidemic disease at fairs etc.

Determining compensation for places or buildings closed or taken possession of under the provisions of this Act.

Finally deciding the disputes regarding cost of additional Police Force employed under this Act, determining compensation for injury caused by unlawful assembly and awarding or apportioning thereof.

Ordering of dispersal of gangs and bodies of persons causing or likely to cause danger or alarm; removing persons, Goondas, etc, likely to commit offences.

Ordering of disposal of things seized for enforcement of orders issued under the provisions of this Act.

Appointing magistrates for the disposal of intestated properties.

~~Supers~~ Suspension and cancellation of Hotel licences on the basis of complaints from public or police, after preliminary inquiry show cause notice and the hearing of the parties.

2. The Preventive Detention Act, 1950 (Central):

Ordering of the preventive detention for activities prejudicial to the security of the State or the maintenance of public order and the maintenance of supplies and services to the Community.

Submitting immediate report to Government containing full facts of the case for its approval.

Giving specific grounds of detention within the prescribed time to the detenee.

Submission of all the case papers of persons detained for review to the Advisory Board.

Submission of a report to Government when a person is to be released.

3. The Bombay Shops and Establishment Act, 1948:

Grant of permission for prosecution under this Act or the Rules thereunder.

4. The Bombay Prevention of Excommunication Act, 1949:

5. The Bombay Separation of Judicial and Executive Functions Act, 1951:

Supervision and control over the Executive Magistrates subordinate to him under the Criminal Procedure Code.

Deciding revision applications against any proceedings before any Subordinate Executive Magistrates under specified sections of the Code of Criminal Procedure, 1898.

Disposal of appeals against the orders of his subordinate Executive Magistrates under specified sections of the Code of Criminal Procedure, 1898.

Issuing orders prohibiting repetition of nuisances under section 143, orders under section 144 & holding of inquests, under the Code of Criminal Procedure Code.

6. The Bombay Separation of Judicial and Executive Functions (Supplementary) Act, 1954:

Making of rules or giving special orders for the distribution of business among his Subordinate Magistrates and allocation of business to the Additional Magistrate.

Transferring any case for inquiry or trial to any Magistrate subordinate to him.

Transferring any appeal presented to him under Section 406 or 406 A of the Code of Civil Procedure to the Additional District Magistrate for disposal.

7. The Bombay Lotteries (Control and Tax) and Prize Competitions Act, 1958:

Granting, suspending or cancelling a licence for lotteries and prize competitions.

Calculation and recovery of ~~tax~~ levied on lotteries and prize competitions.

Forfeiture of newspapers and publications containing unlawful lotteries or prize competitions.

Requiring any promoter of a lottery or prize competition to produce accounts or other documents or to furnish any other information.

Inspecting the accounts of any such promoter.

8. The Bombay Drugs (Central) Act, 1952.

Granting permission for instituting prosecution for any offence punishable under the Act.

9. The Cinematograph Act, 1952. The Bombay Cinemas (Regulations) Act, 1953, and the Bombay Cinemas Rules, 1954

Issuing licences for exhibiting cinematograph.

Suspending the certificate of any film pending Government Orders, and submitting a copy of his orders, with reasons, to Government

Suspending or revoking or cancelling the licence for any period, in the event of any contravention of the provisions of the Act, Rules or the terms and conditions of the licence.

10. The Foreigners' Act, 1939 (Central) The Foreigners' Order, 1948 and the Rules:

Preparation and submission of papers in regard to Pakistan Passports to the Divisional Revenue Commissioner.

Grant of a month's extension to Pakistan Visas.

11. The Bombay Town Planning Act, 1954:

Enforcing delivery of possession of land to the Town Planning Officer.

12. The Bombay Habitual Offenders Restrictions Act, 1947 and the Rules thereunder:

Directing any restricted person to be placed in a settlement.

13. The Factories Act, 1948

Discharging duties as an Inspector for his district.

14. The Bombay Probation of Offenders Act, 1938:

Control and supervision over a Probation Officer exercising duties under any supervision order.

Submission of report to the Court when a person ceases to be a Probation Officer.

Functioning as the Chairman of the Probation After Care Association Committee.

- (ii) Administrative Functions:

- (c) All functions as detailed out in Appendix I, under this head, with the following additional functions:—

Anti-Corruption Committee (Which receives applications against Government servants of various Departments) and instituting inquiries through the Anti-Corruption Police Sub-Inspector.

Organisation, in consultation with Military authorities, of annual Lok Sahayak Seva Camps.

Over all coordination of the Home Guards activities in the District.

Over all control on the 'Gram Rakshak Dal'.

Ensuring that official procedure at public reception of the Ministers is properly maintained and that political demonstrations are kept under control without any drastic step like an arrest or a charu.

Receiving fines from the pound-keepers, through Taluka officers, levied under the Cattle Tress Pass Act.

Settling claims upto the prescribed limit arising out of accidents in which Government owned vehicles are involved.

Issuing Domicile certificates including the Certificate in regard to Nationality.

Submission of proposals to Government regarding appointment of the Honorary Magistrates in the District.

(C) Pertaining to tenancy work:

(i) Statutory Functions:

(e) All functions pertaining to the respective additional enactments as detailed out below:-

1. The Bombay Tenancy and Agricultural Lands Act, 1948 and Rules thereunder:

Grant of permission for sale, gift, exchange, mortgage, lease, assignment, or partition of land ~~much~~ purchased by a tenant under the prescribed sections of this Act.

Giving necessary publication to Government Notification in regard to assumption of management of a land holder's estate.

Determining periodical allowances or other expenses of the holder of the estate and members of his family.

Approving the costs of improvements of the estates fixed by the manager.

Grant of permission for sale or lease of estate or its part for a period exceeding ten years.

Grant of conditional permission for sale, gift, exchange, lease or mortgage in favour of non-agriculturists.

Assuming management of lands remaining uncultivated continuously for two years and determining the compensation amounts to be paid.

Transferring proceedings from one Mamlatdar to any other Mamlatdar.

Transferring any appeal pending before him ~~for~~ any Deputy Collector/Assistant Collector, to any other Deputy/Assistant Collector and withdrawing any appeal pending before Deputy/Assistant Collector and deciding ~~it~~ himself.

Deciding appeals against the orders of the Mamlatdars and the Agricultural Lands Tribunals under sections mentioned in Section 74 of this Act.

Calling for the record of any inquiry or the proceedings of any Mamlatdar or Agricultural Lands Tribunal for seeing the legality or propriety of any order passed and passing suitable orders thereon.

Summary eviction of any person unauthorisedly occupying or wrongfully in possession of any land.

Grant of permission to non-agriculturists to purchase lands.

18. The Gujarat Agricultural Lands Ceiling Act, 1961:

Giving of instructions to all Prant Officers and Agricultural Lands Tribunals pertaining to the enforcement of this Act and general supervision over them.

Collection of information regarding surplus land that may be available to Government in consequence of the effect of this Act and referring the cases to the Agricultural Lands Tribunals for decisions.

(ii) Administrative Functions:

(e) All functions detailed out in Appendix I, under this head, with the following additional ones:-

On-the-spot procedural inspections regarding the correct implementation of the Act in regard to cases conducted by the Tenancy Mamlatdar or any A.K appointed for the purpose as Tenancy Mamlatdar Courts.

On-the-spot procedural inspections regarding the correct implementation of the Act in regard to cases conducted by the Agricultural Lands Tribunals under Section 32 to 32 (U) in connection with disputes regarding statutory sales of lands and determination of compensation amounts.

Submission of the monthly Progress Reports to Government regarding the statutory sales of land, etc.

Submission of proposals to Government for the creation, continuation or discontinuation of establishment in all the Talukas for the implementation of the Tenancy Act.

Giving of guidance regarding references received from any Tenancy Court.

General supervision and control in connection with all types of work under the Bombay Tenancy & Agricultural Lands Act.

(D) Pertaining to acquisition work:

(i) Statutory functions:

(a) All functions pertaining to the following enactments as detailed out in Appendix I: —

1. The Land Acquisition Act, 1894 (Central)
2. The Land Acquisition (Bombay Amendment) Act, 1945.

(e) All functions pertaining to the respective additional enactments as detailed out below:—

1. The Requisitioning and Acquisition of Immovable Property Act, 1952 (Central)

Taking possession of requisitioned property and determining and awarding compensation to the persons concerned.

Entry in and inspection of any property.

2. The Bombay Land Requisition Act, 1948 and The Bombay Land Requisition (Exemption) Rules, 1948:

Exercising the powers of Government under the Act & the Rules.

(ii) Administrative Functions:

Exercising control over Land Acquisition Officers.

Calling for diaries of these officers, pointing out defects, suggesting remedial measures and reporting these officers for disciplinary action to Government

Execution of agreements with companies, Local bodies, etc., in regard to acquisition of lands.

(E) Pertaining to supply work:

(1) Statutory Functions:

(a) All functions pertaining to the following enactment as detailed out in Appendix I:-

The Bombay Fodder and Grains Control Act, 1939:

(e) All functions pertaining to the respective additional enactments as detailed out below:-

1. The Bombay Essential Commodities and Cattle (Control) Act, 1958:

Issuing licences for export of milk and milk products and their six monthly renewals.

2. The Bombay Rice Milling Industry (Regulation) 1958 (Central):

Holding of inquiries regarding defunct and establishment of new rice mills and submitting reports to the State Government for issuing permits or otherwise.

Issuing annual licences in cases where permits are granted by the State Government.

Submitting statistical returns to Government.

3. Foodgrain Dealers Licensing Order, 1958:

Grant of an annual licence to any dealer who wished to deal in or stock food grains in excess of 100 bangali maunds at a time.

Submitting fortnightly returns regarding stocks to Government.

4. The Coal and Coke Licensing Order, 1959:

Issuing permits and fixing prices for Coal and Coke.

Getting sanctioned yearly quota by Government and re-allocating it among various dealers.

(ii) Administrative Functions:

Verification of stocks in 10 % of the Government Grain Godowns and weighing of at least $\frac{1}{2}$ % of the stock or at least 2 bags of each kind of grain in the Godown.

Supervision and control over the Fair Price Shops functioning in the District.

Maintenance of accounts regarding sales, purchases and issues of food-grains by Government Godowns.

Issuing authorisations for running Fair Price Shops.

Submitting Demands to Central Government for allocations of foods grains to the District and giving dispatching instructions frequently to the Regional Director of Food, Bombay.

Reallocation of Government food grains (wheat & rice) sanctioned by Government among 5 godowns.

Communicating to the Mamlatdars and the Fair Price Shops every month the quota for distribution of rice and wheat and their prices fixed by Government.

Hiring of godowns, fixing their rent and supplying equipment necessary for godowns.

Issuing refund orders in favour of Fair Price Shops.

Maintaining accounts as per the Manual of Food Accounts (Civil Supplies), 1957.

Inspection of Fair Price Shops and Government Godowns.

(F) Pertaining to development work:(i) Statutory functions:

(e) All functions pertaining to the additional enactment as detailed out below:-

The Bombay Land Improvement Scheme Act, 1942 :

Discharging the duties as the Chairman of the District Land Improvement Board.

Appointing an Executive Officer for the purpose of immediately constructing embankments in the villages notified by Government.

(ii) Administrative Functions:

Calling for proposals regarding various development schemes for inclusion in the Five Year Plans from the district heads of various departments.

Preparation of the District Five Year Plans, getting them approved by the District Development Board and submission thereof to Government.

Calling for Progress Reports regarding the progress of the schemes from the departments concerned, reviewing them and submission of consolidated reports to the higher authorities.

Co-ordinating the activities and efforts of various departments at the district level for the successful implementation of the schemes.

Granting administrative approval to the construction works and grant-in-aid works falling within his financial powers.

Sanctioning detailed schemes regarding development works, viz., the Rural Arts and Crafts Industries, Social Education, Animal Husbandry, Communication, Health Centres, Water works, Village water supply, etc., in the Block areas.

Sanctioning loans and subsidies to the cultivators under various development schemes upto the limits prescribed under them.

Granting approval to the financial estimates and working plans and their reappropriations.

Sanctioning discretionary grants for development works specified by Government.

Sanctioning local development works and issuing orders for payment of grant-in-aids for such works in the Pre-Extension Blocks.

Preparing proposals for the grant of financial assistance to the political sufferers and submitting them to Government.

Implementation of the Rural Housing Scheme & the Centrally-sponsored Housing Schemes for the scheduled Castes.

Formation of the Block Development Committees at the block level.

Organization of the 'Shibirs' for the village leaders and the village level workers.

Organisation of the District Seminars of the workers and the Block Development Officers and the Block Staff.

Organisation of various exhibitions, Mass Literacy Campaigns, Kisans' Special Trains, Agricultural Cattle Shows, Garba and Folk Dances, competitions including the Village Level Workers' competitions, the crop competitions, the Tree-Planting competitions, the 'village improvement' prize competitions.

Celebrations of the Fire Prevention week, the Family Planning Day, the Van Mahostav Saptah, the Gram Sudhar Saptah, etc.,.

Awarding shields for village improvements.

Selling T B. Seals.

Recruiting the Gram Sevaks and the Gram Sevikas for training.

Appointing the Gram Sevaks and the Gram Sevikas in the District.

Deputation of the block staff for training.

Appointment, transfer, sanction of leave, fixation of pay, etc., with regard to the Extension Officers.

Writing the confidential reports of the Block Development Officers.

Scrutiny of the monthly diaries of the Block Development Officers.

Annual inspection of the Block Offices and verification of Compliance Report from them.

Calling the monthly meetings of the Block Development Officers.

Sanctioning amounts for repairs to the jeeps of the Block Development Officers.

Preparing pension papers of non-gazetted Block staff.

Supplying the furnitures and office equipment to the Block Development Officers.

Departmental inquiries and disciplinary action against the Gram Sevaks and the Sevikas.

Sanctioning the getting of the service stamps by the Block Development Officers for sums exceeding Rs.150/- per month.

Appointment of Propagandists for the spread up Japanese method cultivation of ~~xxx~~ paddy.

Over all supervision and control over the implementation of the Paddy Pilot Scheme.

Distribution of iron, steel and cement to the approved agencies in the District.

Granting permits for sale of iron, steel and cement to the consumers for agricultural and non-agricultural purposes.

Distribution of the fertilizers and manures to the approved agencies for sale.

Discharging the duties as the Chairman of the District Development Board and submitting the Annual Reports of the Board.

Formation of the Taluka Development Boards and grant of subsidies to them.

Countersigning the Travelling Allowance Bills of the members of the District Development Board and its sub-Committees.

Calling of the meeting of the Board and its Sub-Committees, issuing their proceedings to the members, etc.

Implementation of the centrally-sponsored Village Approach Roads Scheme.

Discharging the duties of the Chairman in regard to the following committees:

District Fertiliser Committee.

District National Extension Services and Community Development Block Advisory Committee.

Famine Relief Committee.

Agricultural Cattle Show Committee.

Sugar Distribution Committee.

Gram Sevaks and Sevikas Selection Committee.

Advising Government regarding taking of policy-decisions and setting up of structures for their implementation in connection with the Schemes and the programmes of relief and rural development.

Attending or presiding over various organizations and committees, e.g., of the local bodies like District Local Board; of the District Organisations like the Community Projects Administration and N.E.S. Schemes.

(G) Pertaining to Village Panchayat:

(i) Statutory functions:

(e) All functions pertaining to the additional enactment as detailed out below:-

The Bombay Village Panchayats Act, 1958 and the Rules thereunder:

Convening of the meetings of Gram Sabha.

Determining the number of members of each Panchayat.

Dividing every village in wards.

Determining the number of seats to be returned by each ward and the rotation of reserved seats.

Appointing an officer for maintaining a list of voters for each ward or village.

Fixing the date of election of members of a Panchayat.

Declaring the names of the members elected or appointed.

Deciding whether a vacancy has arisen on account of the disability of a member.

Fixing the first date of the meeting of the Panchayat for the election of the Sarpanch and Upa-sarpanch and appointing an officer for presiding over such a meeting.

Deciding the disputes relating to the validity of the election of the Sarpanch or the Upa-sarpanch.

Accepting the resignation of a Sarpanch.

Suspending any Sarpanch or Upa-sarpanch under certain circumstances.

Grant of permission to a Village Panchayat for the removal

Grant of permission for lease (for a term exceeding three years), sale or transfer of movable or immovable property vested in a Panchayat.

Recovering the amount of the Village Fund from the person keeping it unauthorisedly.

Deciding claims to property by or against a Panchayat.

Deciding dispute as to whether a member of a Nyaya Panchayat is a party to, or interested in, a suit or case.

Executing, on certification by a Nyaya Panchayat, the decrees made by it.

Recovery, on certification by a Nyaya Panchayat, of the amount of fine or compensation ordered by it as arrears of land revenue.

Recovery, on the application of the Panchayat Mandal, of unrecovered tax, fee or any sum due to a Village Panchayat, as arrears of land revenue.

Grant of permission for writing off irrecoverable sums not exceeding Rs.500/-.

Discharging the duties as the Chairman of the District Village Panchayat Mandal.

Receiving a report from the Panchayat Mandal on the Audit Note of every Village Panchayat and passing final orders (including orders of surcharge) on the Audit Notes.

Suspending execution of any order or resolution of a Panchayat, if it is likely to cause injury or annoyance to the public and submitting forthwith a report to the Commissioner on every such case.

Supervision and control over the Village Panchayat entrusted with the responsibility of collecting land revenue.

Determining the liability of members of a Village Panchayat for loss, waste or misapplication of any money or other property of the Panchayat, issuing orders for its reimbursement and, in default, recovering the same as arrears of land revenue.

Issuing on the request of a Panchayat, orders for recovery of record and money from any member, officer, servant or Secretary of a Panchayat, after his removal or suspension from office.

(ii) Administrative Functions:

Preparation and submission of Budget Estimates regarding grants to be given to the Village Panchayats.

Allotment of grants to the Block Development Officers for disbursement to the Village Panchayats.

Scrutiny and submission to higher authorities, of proposals regarding development works of the Village Panchayats.

Scrutiny and submission of loan-proposals of the Village Panchayats to the Divisional Commissioner.

Organization of the Shibirs of the Sarapanchas and the members of the Village Panchayats for group discussions, education and training in respect of the Village Panchayat work.

Organisation of 'Prize Competition' for the best Village Panchayat at the Taluka, the District and Divisional levels.

Calling for Progress Reports from the Village Panchayats.

Giving general guidance to the Village Panchayats by issuing circulars on various points and issues in regard to Panchayat work.

Inspection of the working of at least one Village Panchayat every month by the District Village Panchayat Officer.

Deputing the Secretaries and the Talatis for training in the Village Panchayat work.

(H) Pertaining to treasury work:

(i) Statutory Functions:

(a) All functions pertaining to the following enactment as detailed out in Appendix I:-

The Pensions Act, 1871 (Central) & the Rules thereunder:

(ii) Administrative Functions:

- (a) All functions detailed out in Appendix I, under this head, with the following additional ones:-

Stocking of hemp-drugs and opium and issuing thereof according to licences or permits for possession granted by him.

(I) Pertaining to jails work:

(i) Statutory functions:

- (a) All functions pertaining to the following enactments:

1. The Prisons Act, 1894 (Central)
2. The Prisoners Act, 1900 (Central).
3. The Identification of Prisoners Act, 1920 (Central).

(ii) Administrative Functions:

- (a) All functions as detailed out in Appendix I under this head.

(J) Pertaining to registration work:

(i) Statutory functions:

- (a) All functions pertaining to the following enactments as detailed out in Appendix I.

1. The Indian Registration Act, 1908 (Central).
2. The Births, Deaths and Marriages Registration Act, 1886 (Central).

- (e) All functions pertaining to the respective additional enactments as detailed out below:-

1. The Bombay Registration of Marriages Act, 1953:

Registering marriages and maintaining a register of such marriages.

2. The Bombay Stamp Act, 1958:

Denoting duty on instrument, if applied for in writing.

Determining the duty, if applied for, with which, in his judgment, the instrument is chargeable and certifying it by endorsement.

Examining and impounding of instruments.

Receiving an authenticated copy of impounded instrument, together with a certificate in writing, stating the amount of duty and penalty levied in respect thereof, from such appointed persons.

Refunding the amount of penalty in excess of five rupees paid in respect of impounded instrument.

Stamping of impounded instruments.

Receiving, on his satisfaction, the amount of duty on instruments unduly stamped by accident and endorsing them.

Recovering all duties, penalties and other sums required to be paid under the Act, by distress and sale of the movable property of the person concerned or as an arrear of land revenue.

Making of allowance for impressed stamps spoiled in the specific cases.

Making of allowance for misused and spoiled stamps and for stamps not required for use.

Prosecuting any person for any offence against the stamp-law which he considers him to have committed in respect of the impounded instrument.

Granting permission for prosecution in respect of any offence punishable under this Act.

Authorising officers to enter premises and inspect certain documents.

(ii) Administrative Functions:

(a) All functions as detailed out in Appendix I, under this head.

(K) Pertaining to survey & settlement work:

(i) Statutory functions:

(a) All functions pertaining to the following enactment as detailed out in Appendix I:

The Bombay Land Revenue Code, 1879 and the Rules thereunder.

(ii) Administrative Functions:

(a) All functions as detailed out in Appendix I, under this head.

(L) Pertaining to small savings work:

(i) Statutory functions: —

(ii) Administrative Functions:

General propaganda in respect of various small savings schemes.

Supervision and control over the small Savings Supervisors in the District.

Calling for monthly progress reports and statements from Post Offices, Banks, Sub-Treasuries and Kheda Head Post Offices and their consolidation and submission to Government in relation to targets set.

Appointing the Honorary Organisers and regular agents.

Getting sanctioned the posts of supervisors by Government from time to time.

(M) Pertaining to Prohibition and Excise work:

(i) Statutory functions:

(c) All functions pertaining to the respective additional enactments as detailed out below:-

1. The Bombay Prohibition Act, 1949:

Issuing passes or licences for the import, export, transport of liquor, intoxicating drugs, hemp, mahuda flowers and molasses.

Grant of licences for possession of denatural or rectified spirit for bonafide medicinal or other purposes, for tadi-tapping, for trade and import, for hotels for their special imports, for dining cars and for use of hemp drugs and grant of Vendors' Licences.

Issue of permits for the use/consumption of foreign liquor and for the visitors and of the interior permits.

Issuing of the authorisation for sacramental purposes.

Suspension or cancellation of licences and permits.

Calling on licensees to produce their licences or/and permits.

Ordering confiscation of a thing regarding which an offence is committed and its sale or destruction if it is perishable.

Entering any building, premises, breaking open (in case of resistance) any door and removing obstacles to secure compliance with the provisions of this Act.

Receiving confiscated things not required for evidence by the Prohibition Officers.

Arrest of offenders and seizure of contraband articles and intoxicants.

Arrest, without a warrant, of any person who impedes his performance of his duties, issuing a warrant for the arrest of a suspect.

Disposal of appeals against orders passed by the Prohibition Officers subordinate to him.

Ordering closure of a retail shop selling any intoxicant or hemp.

Levying tax imposed by Government for establishment of additional Police Force.

2. The Bombay Rectified Spirit Rules, 1951:

Grant of licences for sale, possession or bonafide medicinal, industrial or any other kind of use of rectified spirit.

Inspection of the licences and the premises of the licensees.

Suspension or cancellation of licences.

Granting passes for the transport of rectified spirit.

3. The Bombay Rectified Spirit (Transport in Bond) Rules, 1951:

Issuing passes for the purchase and transport of rectified spirit in bond from a Government distillery or a warehouse to a bonded laboratory, after necessary inquiry.

4. Prohibition-affected Persons Loan Rules, 1952:

Grant of loans upto prescribed limit to prohibition affected persons and reference of applications for larger amounts to the Director of prohibition.

Inspecting the premises, accounts etc., of the borrowers.

Maintaining the Register of Loans granted and submitting monthly abstracts to the Director.

5. The Bombay Foreign Liquor Rules, 1953:

Grant of temporary residents permit, health permit, emergency permit, special permits to privileged personages, visitors permit and interum permits for the possession use and consumption of foreign liquor.

Grant of licences for possession and use of brandy or rum by industrial, educational scientific research or such other institution or for rendering first aid or for medical purpose in an emergency.

Grant of licences for the dispensing of brandy or rum on prescription.

Appointing excise staff for supervision at the licensed premises, regulation of business, inspection of the premises or the accounts of licensees, suspension or cancellation or renewal of a trade or import licence and sale of surrendered unsold liquor.

(ii) Administrative Functions:

Issuing licences for the sale of excisable articles and opium.

Sanctioning disposal of shops for the sale of country spirit, tadi, etc., by auction, sale or otherwise.

Sanctioning rewards to excise staff.

Sanctioning excise refunds of: (a) earnest money refundable to bidders for shop licences on the bids not being sanctioned, (b) excess payments or over collections, (c) money paid for licences not sanctioned, (d) duty and price of unsold stocks of opium, hemp and drugs belonging to outside licensees, (e) security deposits refundable on expiration of terms of licences, (f) price of hydrometers, spirit storage and transport vessels and measures, refundable to outgoing licensees, (g) and in other cases upto the prescribed limit.

(N) Pertaining to Census work:

(i) Statutory Functions:

(Ref: The Census Act of 1948 (Central), the Adaptation of Laws order 1950. The Census (Amendment) Act, 1959 and Government Notifications thereunder)

Directing certain persons for the discharge of duties of Census Officers in certain cases.

Calling upon certain persons for the taking of Census.

Discharging the duties as Census Officer for taking or aiding in or supervising the taking of the Census within the limits of Kheda District Signing declarations under Section 4(3) with respect to persons appointed as Census Officer.

(ii) Administrative Functions:

Sending a list of all Charge Officers together with the areas entrusted to the Superintendent to Census Operations.

Receiving printed literature on census work from the Superintendent and sending them to the field staff for implementation.

Maintaining a standing order file on Census 1961.

Submitting consolidated information to the Superintendent as and when called for.

Sending of copies of all circulars and instructions to the Deputy Collectors and District Statistical Officer.

Holding periodical conferences of revenue officers for census and reviewing the progress made.

Receiving various items of printed materials, forms, booklets, circulars, etc, and distributing them to taluka and other Charge Officers.

Making good arrangements for storage of census materials, seeing that the storage account is maintained in his and Taluka Offices.

Attending conferences of Collectors for census work called by Superintendent of Census Operations.

Receiving the Census scheme for the District and submitting it duly consolidated to Government.

Appointing Section Officers and Instructors for each charge.

Submission of telegraphic reports on provisional totals for the district to the Superintendent of Census Operations.

Receiving final charge reports on census operations from charge officers.

Submitting final report on district census operations.

(0) Pertaining to election work:

(i) Statutory Functions:

(a) All functions pertaining to the following additional enactments:

1. (Ref: The Representation of the People Act, 1950 (Central) The Representation of People (Preparation of Electoral Rolls) Rules, 1956)

Preparation and annual revision of the electoral roll for each constituency.

2. (Ref: The Representation of the People Act, 1951 (Central): The Representation of the People (Conduct of Elections and Election Petitions) Rules, 1956:

Doing all such acts and things as may be necessary for effectually conducting the election in the manner provided by the Act, Rules, or orders made thereunder.

Making provision, with the previous approval of the Election Commission, a sufficient number of polling stations for each constituency and publishing a list showing polling stations so provided and the polling areas for which they have respectively been provided.

Making appointments of presiding officers for polling stations.

Giving public notice of the intended election in the prescribed form and manner, inviting nominations of candidates for such election and specifying the place of which the nomination papers are to be delivered.

Receiving nomination papers from candidates within scheduled time limit.

Giving notice of nominations and the time and place for their scrutiny, scrutiny of nominations on the appointed date, place and time, and publishing a list of contesting candidates.

Receiving notices of the appointment of election agents by each contesting candidates.

Providing ballot boxes and other election materials at the polling stations.

Making adequate arrangements for the safe transport of all ballot boxes, packets and other papers and for their safe custody until the commencement of the counting of votes.

Counting of votes, declaring of the result of the election in the prescribed manner and submitting a report of the result to the appropriate authority and the Election Commission.

Receiving a true copy of account in respect of election expenses from each contesting candidate or her/his election agent.

(ii) Administrative Functions:

Making of all preparations for, including the holding of Mock Elections, distribution of standard forms and stationery to the Presiding Officers, sanctioning routes for collection of ballot boxes, forms etc., getting sanctioned budget provisions for elections.

Over-all supervision and control over the operations of the general elections in the District.

Getting oiled about 12,000 ballot boxes every six months.

Submission of reports of results and the returns to the Chief Electoral Officer.

(P) Pertaining to evacuee property work:

(i) Statutory Functions:

(e) All functions pertaining to the following additional enactment:

The Evacuee property Act, 1950 (Central):

Notifying properties as evacuee property.

Taking possession of or control over vested properties.

Holding inquiries and passing orders under Section 7 of this Act.

Issuing orders confirming or rejecting transactions in evacuee property.

Allotment of evacuee properties, situated at the District Head Quarters, to displaced persons.

Keeping over-all control and supervision on the Assistant Custodians.

(ii) Administrative Functions:

Administrative control on the Assistant Custodians of Evacuee Properties in the District.

(O) Pertaining to miscellaneous work:

(i) Statutory functions:

(a) All functions pertaining to the following enactments as detailed out in Appendix I:-

1. The Indian Civil Procedure Code, (Central).
2. The Bombay Growth of Food-Crops Act, 1944.
3. The Military Authority (Assistance to Marching Troops) Act 1827 (Central).
4. The Guardians and wards Act, 1890 (Central).
5. The Bombay Court of Ward Act, 1905.
6. The Indian Lunacy Act, 1912 (Central).
7. The Indian Soldiers (Litigation) Act, 1925.
8. The Bombay Finance Act, 1932 & the Bombay Electricity Duty Rules, 1932.
9. The Bombay Weights and Measures Act, 1932.
10. The Co-operative Societies Act, 1912 (Central).
11. The Bombay Co-operative Societies Act, 1925.
12. The Bombay Live Stock Improvement Act, 1933.
13. The Bombay Agricultural Produce Markets Act, 1939.
14. The Bombay Land Improvement Schemes Act, 1942.
15. The Bombay Village Sanitation Act, 1889.
16. The Bombay District Municipal Act, 1901 and the Rules thereunder.

17. The Bombay Municipal Boroughs Act, 1925 and the Rules thereunder.
18. The Bombay Local Boards Act, 1923.
19. The Bombay Local Fund Audit Act, 1930, and the Rules thereunder.
20. The Treasure Trone Act, 1878 (Central).
21. The Ancient Monuments Preservation Act, 1904 (Central).
22. The Indian Forest Act, 1927 (Central) & the Bombay Forest Rules, 1942.
23. The Court Fees Act, 1870 (Central).
24. The Court Fees (Bombay Amendment) Act, 1946.

(e) All functions pertaining to the respective additional enactments as detailed out below:-

1. The Bombay Famine Relief Code, 1951:

Keeping himself always informed of the agricultural conditions in every part of his district.

Collecting agricultural and vital statistics.

Submission of weekly reports in regard to rainfall, progress of agricultural operations, conditions of standing crops, etc.

Collecting information of centres requiring labour.

Organisation of a permanent charitable famine relief fund.

Submitting proposals for the relief of distress affecting men and cattle.

Maintaining, in consultation with the Executive Engineer, a list of persons suitable for employment as Charge Officers, Karkun-on-works, Mistresses, etc.

Appointing Relief Head Karkuns for each Taluka.

Informing the Regional Employment Exchange about the impending rise in unemployment and requesting him to contact private owners for suitable action.

Taking of necessary measures in times of scarcity, exercising all authority as the Head and Director of famine operations from beginning to end.

Submission of a report to Government when he decides to open scarcity works or to start distributing gratuitous relief and to undertake the relief operations in scarcity or famine conditions.

Acting as a temporary guardian of children found abandoned on account of famine.

Submitting periodical reports and returns to Government.

Requesting Government, from time to time, for special allotments of funds for loans under both the Land Improvement Loans Act and the Agriculturists Loans Act and making special arrangements for the prompt disposal of these advances.

Sanctioning conveyance allowance to any subordinate employed on famine duty.

Suspending any restrictions on the free consumption of edible forest produce in any Government waste-lands, except reserved and protected forests.

Transferring grants from one disbursing officer to another in his district.

Disregarding errors and waiving objections subject to certain limitations.

Maintaining a Register of Sanctions to Establishment, etc.

2. The Bombay Highways Act, 1955:

Summary eviction on the request of the Highway Authority, of any person wrongfully occupying any land which is a part of a highway.

3. The Bombay Aerial Ropeways Act, 1955:

Determining the amount of compensation or annual rent or both for the property affected by the construction and maintenance of Aerial Ropeways for Public Traffic.

Ordering of removal of trees, structures, etc. interrupting or interfering with the construction, maintenance, alteration or use of the rope-way.

4. The Bombay Agricultural Pests and Diseases Act, 1947:

Inquiring and reporting to Government about the appearance of insects, pests, etc. in any village.

Seeking assistance and cooperation of the public in carrying out preventive or remedial measures in case of locust menace.

Requisitioning or seizing vehicles on payment of compensation, returning or/and disposal of vehicles in case of locust menace.

Disposing appeals against the awards of the assessors or the orders of the inspectors demanding costs from occupants.

According sanction for prosecution of persons in case of breaches of provisions of this Act.

5. The Bombay Police Act, 1951:

Recovery of the cost of Police force employed in case of danger to public peace.

6. The Bombay Molasses (Control) Act, 1956:

Entering and searching any suspected premises, seizing of molasses, the containers, any books, accounts, documents or statements relating to transactions in the molasses so seized and detaining, searching and arresting any suspected person in this behalf.

7. The Bombay Prevention of Fragmentation and Consolidation of Holdings Act, 1947:

Imposing fine on any owner of land for transferring or partitioning land in contravention of the provisions of this Act.

Summary eviction of persons unauthorisedly occupying or wrongfully in possession of land transferred or partitioned against the provisions of this Act.

Determining compensation for transfer of fragments to Government.

Acting as the Settlement Commissioner if so authorised by Government.

Giving wide publicity to the Government notification regarding scheme for consolidation of holdings.

Disposing applications for permission to transfer a conso-

8. The Bombay Khar Lands Act, 1948, and Rules thereunder:

Acquiring land required for the scheme and determining compensation amounts to be paid to the owners.

Disposal of lands on failure of the lease-holders to pay contribution within the prescribed period.

9. The Bombay Animal Contagious Diseases (Control) Act, 1948 :

Furnishing of immediate information to the Veterinary Surgeon and the Inspector regarding the prevalence of a scheduled disease among animals in the area, taking of all necessary measures to prevent its spread and rendering of all other assistance/^{to} Veterinary Officers.

10. The Bombay Wild Animals and Wild Birds Protection Act, 1951:

Inquiring into the rights in the areas proposed for game sanctuary and determining compensation amounts.

11. The Bombay Town Planning Act, 1954:

Receiving objections from persons affected by a proposed variation of the scheme, for transmission to Government.

12. The Bombay Cotton Ginning and Pressing Factories (Bombay Amendment) Act, 1957 :

Discharging the duties as the Ex-officio Chairman of the Rate Fixing Committee constituted under Section 2 of the Act.

13. The Bombay Refugees Act, 1948 and the Rules thereunder:

Establishing registration centres for the registration of refugees and appointing a registering authority for each registration centre.

Ordering refugees to reside in a particular place or area or to remove them.

Exempting refugees from the operation of the provisions of the Act and the Rules thereunder.

Receiving monthly reports from registration centres and submission of a consolidated report to Government.

14. The Displaced Persons (Rehabilitation) Rules, 1954:

Sanctioning loans to displaced persons for rehabilitation and

granting licence to any person for carrying on the business of a wholesaler or retailer or for possession of any notified drug. Suspending and/or cancelling any licence granted under this Act.

16. The Bombay Court-Fees Act, 1959:

Recovery of court fees in suits for mesne profits or account on receipt of a copy of the decree passed in such suit from the Court.

Refunding court fees paid on memorandum of appeal, on application for review of judgement and where Court reverses or modifies its former decision on ground of mistake.

Submitting his report to the Court regarding the valuation of the property of the deceased on receipt of a notice of the application for probate or letters of administration from the Court.

Recovering penalties, etc, as arrears of land-revenue.

Fixing the number of peons necessary to ~~the~~ be employed for the service and execution of processes issued out of his Court or the Courts subordinate to him.

17. The Indian Forest Act, 1927 (Central) & The Bombay Forest Rules, 1942:

Disposal of appeals against orders passed by competent officers under prescribed sections.

Arranging the affixing of the translation of every notification under Section 30 at a conspicuous place in every town and village in the neighbourhood of a forest concerned.

Receiving applications from owners wishing that their lands be managed by Forest Officers as Reserved/Protected Forests.

Sanctioning the stoppage of any public or private way or water-course in Reserved Forest.

Exercising all powers of a Forest Officer for all purposes under the Act and the Rules with regard to Reserved/Protected Forests under the management of the Revenue Department within the limits of his District, including release of seized property temporary suspension or withdrawal of privileges and acceptance of compensation from a suspected offender.

(ii) Administrative Functions:

(c) All functions as detailed out in Appendix I under this head, with the following additional ones:-

Sanctioning refunds of erroneous credits to Government of magisterials fines under several enactments of legislatures payable under the order of Government to Local Bodies, Local Authorities and societies financially independent of the State and licence fees under the Petroleum Act and the Motor Vehicles Act.

Supervision over the staff to ensure the noting fragments of lands in the Records of Rights.

Sanctioning remission of granting fees where the Villages are unable to pay them.

Issuing Certificates of solvency.

Celebrating national and International festivals weeks, days, etc, like the Independence Day, the Handloom Week. The Handicrafts week, the United Nations Day.

Grant of lonas to co-operative societies and individuals under the Low Income Group Housing Scheme.

Approval of orders to be issued by Forest Officers in matters pertaining to local supply of grass, grazing rights and other privileges of the people in the forests, sanctioning of ~~fx~~ closure of forest compartments for specified purposes, fixing of the number of cattle to be admitted for grazing in particular forest, ordering closure of areas to sheep/goats, distribution of reward among informers of offences, granting permission to occupants of service-holdings for cutting away trees from their holdings, granting permission for non-forest use of land, and sanctioning free grant of timber and other produce from forest area and outside waste-land.